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CURRENT ACTIVITY MANAGEMENT

I. Introduction

Management of current activities is divided among all line organizations within OC. If the coordination process, which is intended to hold the current activity management effort together breaks down, the result is less than optimum.

II. Current Situation

Today, all components of OC share the responsibility for current activity management.

III. Analysis

Responsibility for management of current activity among functionally oriented components, was effective when most tasks were definable as single work units, maintenance, power, overseas narrative message handling, facility planning, data operations, etc. It is a rare requirement, in today's complicated technical atmosphere, that can be satisfied by any single line component. Communications requirements have increased in complexity requiring much more interaction and interdependence among functionally oriented components.

Having responsibilities for both long term planning and current activity management within the same component is perceived by many to dilute the effectiveness of both. The fragmented responsibility for the management of current activities does not assure enough attention by either component and in fact creates an atmosphere of competition which is disruptive.

Much of the success of the communications area headquarters is attributable to their having all the assets available under one manager to support their activities.

IV. Conclusion

The mission of OC can be accomplished more effectively and efficiently if the components responsible for current activity management are structured so that they have the necessary resources under their management to support their activities.

V. Recommendations

A. Organize OC with definable elements of current activity management into a single component.

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C. Assign primary (or central) responsibility for any overlapping mission to the activity with the predominate role.

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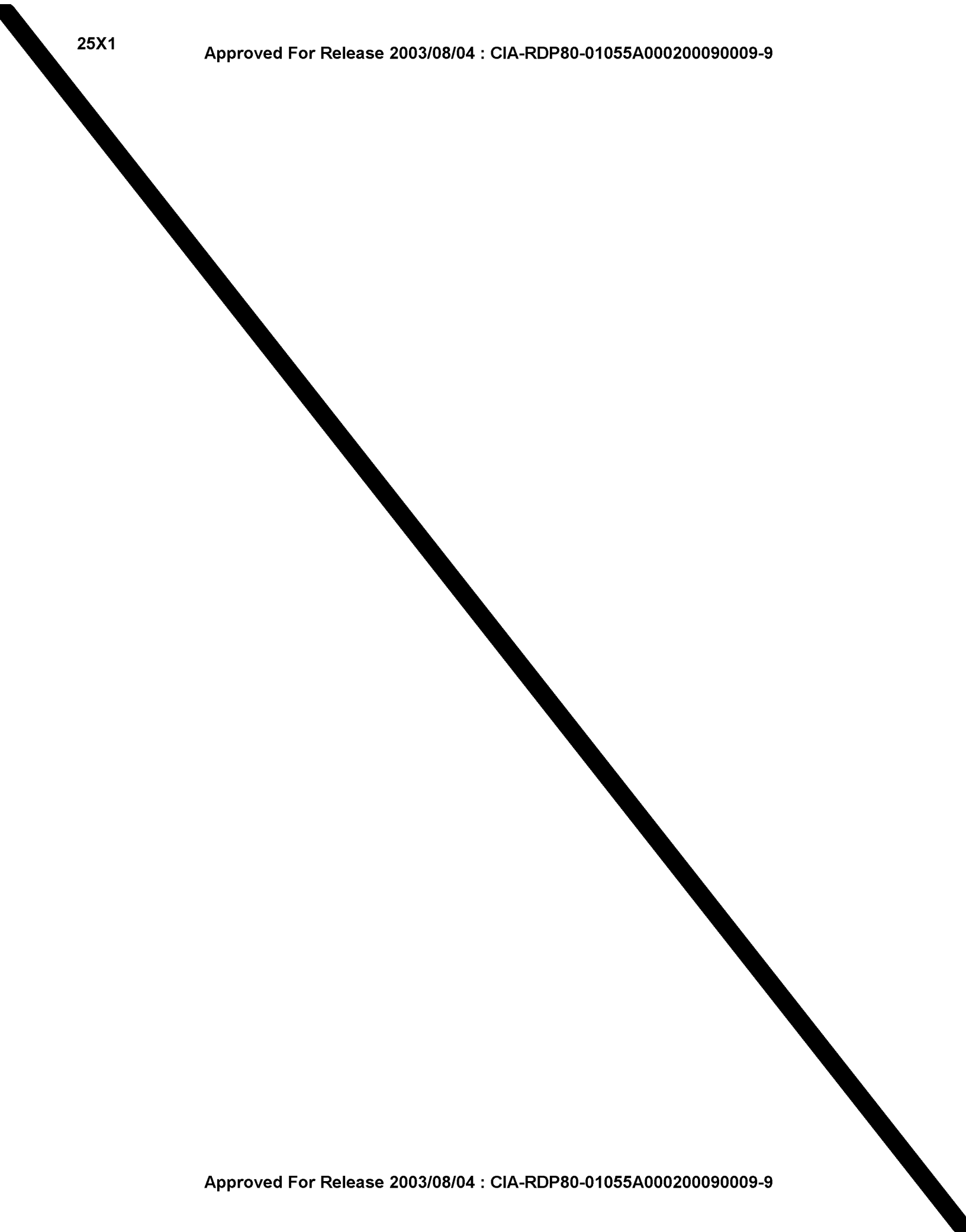

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III. Analysis

There is concern, that without high level support, the quality and quantity [redacted] will suffer thereby making it more difficult for our employees to respond to the supportive role they may be required to perform. As OTS develops new equipments or modifies existing systems there is concern that OC will not be brought in soon enough or provided the wherewithall with which to train OC employees. 25X1

IV. Conclusion

Our ability to do a good job for the customers we support will depend upon good training, well defined functions, documentation and a way to measure our performance. Unless OC is able to stay abreast of the new equipment and procedures developed by OTS, it is believed that our support to these specialized requirements will suffer.

V. Recommendations

If the EAG decision will remain in effect, then we should begin steps to:

A. More precisely define our field role so that we can prepare our officers to provide the desired level of support.

B. Define OC role in training.

C. Document the processes and procedures we will use to accomplish our mission.

D. Devise methods to allow us to judge our effectiveness in this supportive role.

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COMMUNICATIONS SYSTEMS PROGRAMMERS & COMPUTER TECHNOLOGY

I. Introduction

The first automated message switching system, MAX-I, became operational 12 years ago. The number of computer systems used in OC operations has grown rapidly since, and over 30 OC careerists have become programmers to support these systems.

II. Current Situation

A. Computer Systems

OC has today, in operation or under development, 13 different computer systems and 20 computer installations. The applications include message, data, and telephone switching, and message terminal processing. The majority of the work has focused on message switching, and OC has developed excellent systems for this purpose. The MAX and ARS systems have been reliable, highly operator oriented and flexible. Many enhancements have been added over the years, and there is a backlog of further enhancements due to the heavy programmer workload.

B. Organizational Responsibilities

(1) Engineering

The Software Systems Section is responsible for providing software support, managing and controlling software changes to all systems, and participating in the development of new systems. It also becomes involved in preparation of specifications and proposal analysis for new systems.

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(2) [redacted] Automation Staff provides support to 8 computer systems over which [redacted] has cognizance. Programmers are assigned to support each system and generally spend several years on a system. All routine changes of operating parameters (cable address designators, routing tables, etc.) are done by the [redacted] programmers, who also develop enhancements and corrective modifications which are submitted to OC-E for approval. Automation Staff programmers are often assigned to developmental programs.

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(3) Operations

Operations prescribes message format and operational procedures for message switching systems, and approves operational enhancements to the systems.

(4) Management of Programmers

Due to the highly specialized nature of their work, and their uniform dedication, programming staffs have received little supervision and are almost autonomous. Although some operating elements have expressed the desire to have programmers assigned directly to the element, the support has always been responsive and excellent.

The Automation Staff and Software Support Section coordinate with one another far more than they deal with either of their managements; this reflects the necessarily close relationship between the activities of the two elements. Programmers are frequently loaned by one element to the other to satisfy a development or system support requirement. At present, the cooperation is excellent.

C. Personnel

All OC programmers have been selected from within OC and trained for the system to which they are assigned. This policy has produced an excellent cadre of programmers attuned to the operational environment and has contributed to the success of our computer systems. However, the staff has little academic background in computer systems, hardware experience or knowledge of general purpose and advanced computer and data processing systems. Only limited use is made of ODP facilities, and little systems analysis capability exists on the staff.

D. Future Requirements

Computer systems can only increase in OC. The AFT program and its outgrowth will significantly expand computer useage, and the CRAFT, CDS and SAFE systems will increase our interdependence with ODP computer systems. Also, microprocessors will be found in most new electronic systems and will require some programming support.

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III. Analysis

The policy of training OC personnel as programmers has been successful and resulted in excellent systems, but broader computer systems knowledge and systems analysis will be increasingly necessary. The present staff is spread thinly over the number of systems which it must support, and has been backlogged for several years. More programmers, and some with professional or academic background, are needed.

The two staffs in the Headquarters area must work closely together and assign people back and forth to cover all the requirements. Although support agreements between the staffs and the operations centers haven't been written, and little supervision is needed over the groups, the support to operational systems has been excellent. Consequently, it would be possible to combine the groups for greater effectiveness and flexibility without affecting the support provided today. Since the management of the worldwide software efforts would be an inappropriate role
25X1 for [redacted] the combined group would probably be assigned to Operations or Engineering, with the latter being more logical as the controller of all hardware and software modifications in the system, as well as system developer. It would not be necessary to move any of the programmers geographically, although this would be desirable.

IV. Conclusion

A close relationship between the software groups in
25X1 [redacted] and Engineering is necessary, and it is possible to combine the management of the groups without adversely affecting support. The increasing use of computers and microprocessors will require more programmers, some with computer science and engineering backgrounds.

V. Recommendations

A. Combine the two Headquarters software groups under a single manager in the systems engineering component.

B. Develop a personnel capability with broad computer science knowledge and systems analyst capability through training, hiring and by assigning engineers to programming jobs.

25X1 C. Introduce [redacted] a basic course on user applications of microprocessors and computers, stressing systems concepts and user programming; and develop training tracks in information science.

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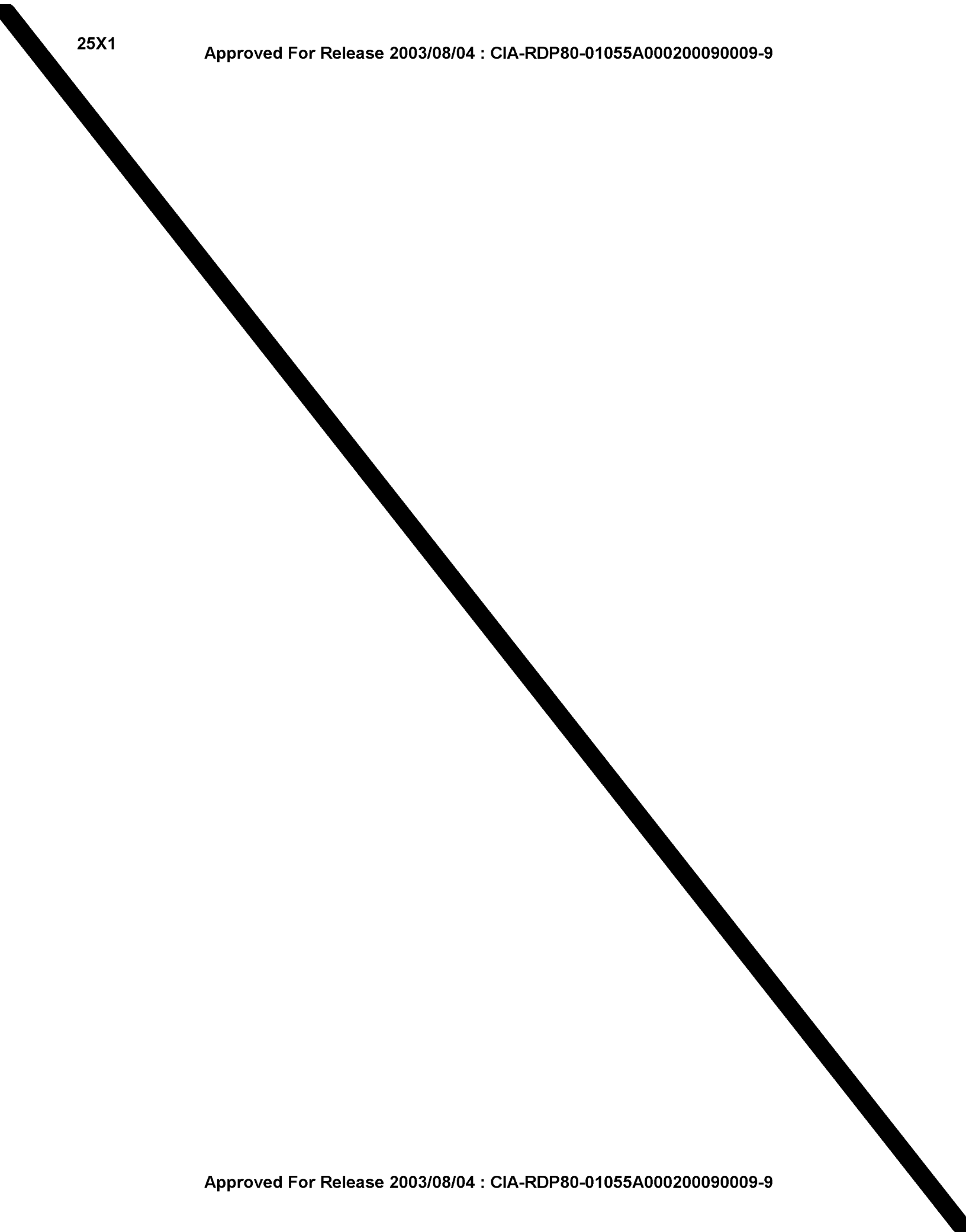

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DATA SERVICES

I. Introduction

The complexities and diversity of the services provided and the systems managed by the Office continuously increase, making rapid, effective access to and manipulation of vast amounts of information a necessity.

II. Current Situation

The Office of Communications is currently operating 29 programs for management information support. Some of the programs are run daily, some weekly, monthly, and some just once or twice a year.

The Office currently has no centralized staff of programmers that are familiar with the broad scope of ADP activities represented in the Office. ODP is currently furnishing people to several offices in the Agency to serve as in-house generalist programmers and analysts. This developed out of ODP encouraging its customers to develop in-house decentralized (from ODP view) programming expertise. OL, for instance has five ODP careerists on assignment in their programming branch. ODP finds it advantageous from their perspective, as well as the customers, to farm out its people for these kinds of assignments.

III. Analysis

Several systems and languages are used, including both batch and interactive systems, e.g., GIM-II, CMS, Ramis, CDS, MAX, ACT, 9300, Batchmon, VS, and languages including PL1, Fortran and Basic. The levels of expertise vary from input only to fairly in-depth knowledge of parts of the system.

Several of those involved in software suggested in their interviews that all programmers be brought together to: (a) reduce administrative overhead, and (b) provide broader expertise.

IV. Conclusion

The Office has a considerably broad but fragmented expertise in programming. Users of ADP programs and systems could often benefit from knowledge and expertise existing elsewhere in the Office which is unknown to them. The Office would benefit from a small central staff of broad experienced professional programmers.

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V. Recommendation

The establishment of a small centralized programming staff, representative of the major areas of application, headed by a professional programmer. The chief of this unit could either be a professional on loan from ODP or one of our people with a broad range of skills that could be trained in systems analysis and other languages and systems to broaden out their skills. This would give us in-house, and considerably quicker, enhancement capabilities as well as internal resource for consultation viz. maximum utilization of system capabilities.

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OC BOARDS, COMMITTEES AND WORKING GROUPS

I. Introduction

Attached is a compilation of boards, committees and working groups having OC representation. While there may be others, this list reflects the magnitude of what is perceived as a problem. Obviously much of the time of OC officers is spent serving on these groups. Other than for the formally established boards, we have not attempted to analyze the effectiveness of those listed.

II. Current Situation

There is the perception on the part of many OC employees that some of the work done by the boards, committees and working groups is duplicative, that the purpose of some of the groups isn't defined and the results or accomplishments are not known.

III. Analysis

Boards, committees and working groups can be a useful management process for decision making and coordination. They need well defined charters or goals. There is need for formal documentation to facilitate review and action on matters handled by these groups. Finally, there is need for an effective process of informing all elements of actions which impact on their areas of responsibility.

A control point in OC is needed to keep track of the number and purpose of each of the boards, committees and working groups having OC representation. The control point would provide a means for each OC element to determine what these groups are doing. It would also assure that the groups are not working at cross purposes with OC policy and are not carrying out duplicative tasks. As these groups tend to proliferate, we need an administrative mechanism that ensures a group is disbanded when its mission is accomplished.

Groups which have the same or very similar membership or purposes should be combined. In some groups there is no distinct duplication in the missions, however the decisions of one may affect the decisions of another. There may be instances when one group should not act until the other does.

To provide greater mid-level manager participation in the Office decision making process, there should be a working group in which all line OC components, below the component chief level, have representatives that make recommendations for policy considerations. Such a group

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would have the role of considering broad and narrow communications issues. Its recommendations would be presented to the Executive Board or the D/CO. In addition, this new group could be used by the Executive Board for special studies. All participants should be provided agenda items a minimum of two weeks prior to each meeting and the results of the committee's action provided to the D/CO and Executive Board in a comprehensive package which would include pros and cons of each issue and impact statements and alternatives if required. The procedure should permit recommendations to be forwarded with both majority and minority views.

IV. Conclusion

Boards, committees and working groups can be a useful management process for decision making and coordination. To be effective, their charters or goals must be well defined and the staff work and documentation need to be structured. To avoid overlapping, there needs to be an administrative control point. Finally there needs to be a process of accountability.

V. Recommendations

A. Establish a control point on the D/CO Staff that keeps track of all the working groups and is responsible for assuring that there is proper representation on each.

B. If our recommendation that all personnel management responsibilities be placed in CMD is accepted, we recommend that the Career Sub-Group Board and the Ceiling Board be abolished and personnel policy matters be handled by the Executive Board. If the Career Sub-Group Board is retained, then we recommend that the Career Sub-Group Board and the Ceiling Board be combined.

C. Discontinue the Equipment Board and establish in its place the Communications Advisory Board under the chairmanship of the DD/CO.

D. Publish a handbook providing formal instructions in committee staffwork, documentation, committee procedures, and accountability. Recommendations for two additional committees are contained elsewhere in the RTF report.

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MISSION AND FUNCTIONAL ORGANIZATIONS

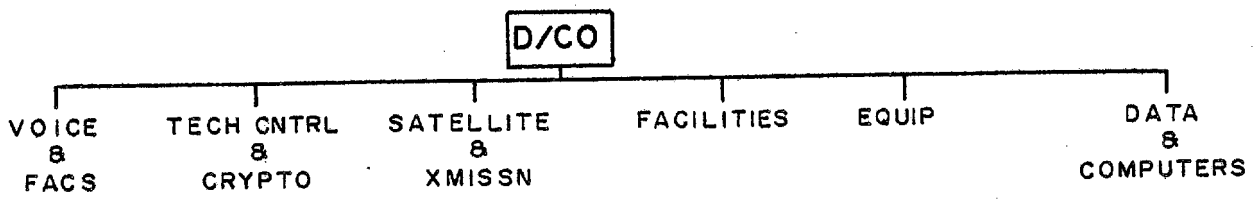
I. Introduction

Much of the structural deliberation of this reorganization has included references to mission oriented or functional organization.

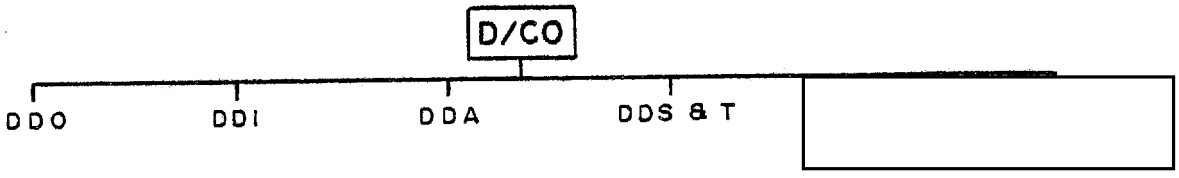
II. Current Situation

In the context of usage at this time, functional refers to structure of organization keyed to disciplinary groupings, i.e., Engineering - Operations - Security.

Mission can be looked at in two perspectives, either by the kinds of services we provide or the customers to whom we provide services as illustrated by the two groupings below.



BY SERVICE



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BY CUSTOMER

The Office of Communications currently utilizes both structures, functional at Headquarters and mission in the field.

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III. Analysis

Functional structures are best suited to centralized production oriented organizations which utilize routinized production processes with a minimum of task uncertainty. Implicit in the advantages of this structure are minimal relation to or dependence on an external environment subject to change.

Mission oriented structures are most advantageous to geographically isolated but functionally interdependent organizations. They have the advantage of flattening out the span of control and providing expertise to establish self-sufficiency but are somewhat costly in terms of minimum overhead, i.e., staffing levels. They are most commonly utilized by very large organizations or conglomerates.

Most organizations utilize a mixture of mission and function that best suits the needs of the organization.

IV. Conclusion

The use of mission oriented structure has and continues to effectively meet the needs of the field.

The use of functional oriented structure at Headquarters has exacerbated the complexity of coordinating planning as well as current activity management sometimes fostering adversary rivalry.

V. Recommendations

A. The maintenance of mission orientation in the field.

B. The use of a combination which is more integrated (interdisciplinary) and in a few areas, where deemed advantageous, mission oriented.

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PLANNING

I. Introduction

Managerial functions are normally defined as planning, organizing, staffing, directing and controlling. Of these, planning is the most basic and the others support the objectives of the organization. Planning is pervasive as well as primary: every manager must plan to facilitate the accomplishment of his element's role in the organization.

The definition of planning eludes precision because it encompasses any course of future action. Purposes, missions, objectives, strategies, policies, rules, programs, procedures and budgets all fall under the umbrella of planning. Plans may also be differentiated by their level in the organization and their time frame. Nonetheless, all contribute to the organization's overall goals and must be considered as parts of a whole.

Effective planning must take a number of aspects into consideration:

- The current system characteristics and policies.
- The future needs of users.
- The plans of related organizations.
- The objectives of the organization.
- The resources and technology likely to be available in the future.

Planning must also be detailed enough to provide an explicit guide to those components who must implement the plans.

Given the importance of planning, it is crucial that OC develop effective plans. This paper examines our current overall planning with particular emphasis on technical and operational planning.

II. Current Situation

With the establishment of the Plans Staff, OC emphasized the importance of planning and its status as a top management activity. Plans are made in all areas of OC's activity, and are often expressed in policies, administrative, career management, recruiting or Comsec.

A. Types of Plans

Several types of plans exist, some formal, many informal. The following attempts to categorize our

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current planning:

Formal

- Policies and procedures in Notices, Orders and Handbooks
- Fiscal year programs and budgets
- MBO action plans and office objectives
- Strategic plan (Plan Staff's planning book)
- Yearly equipment programs

Informal

- Conceptual or systems plans
- Project plans
- Programs
- Implementation plans
- Policies and decisions made by top management and stated in memos or minutes of meetings
- Statements of requirements

The list of informal plans are terms commonly used in OC, but without good definition, and some may be synonymous with or overlap others.

B. Planning Process

The fiscal programs and budgets, and the MBO action plans are a scheduled and recurring process, although the procedures may change from year to year. In both cases, the P&B Staff requests submissions from the responsible components. The submissions are then compared, consolidated and reformatted by the staff for forwarding to the DDA. During this process, the staff will contact the components to resolve discrepancies and conflicts between the various submissions. Due to time pressures, no meetings are held with all components attending to coordinate the entire program during its evolution. Components are encouraged to coordinate their submissions informally beforehand, but this is left to individual initiative.

The program submissions include brief descriptions of the proposed programs, but are essentially written to justify the program rather than plan it. The narratives with the action plans briefly describe the objective of the program and the milestones. The action plans are a better statement of planning than the fiscal programs, but are very brief, and often not supported by detailed plans.

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The less formal systems plans are written when needed and formatted according to individual choice or to the reasons for making the plan (procurement, coordination, justification, etc.). They may take the form of requirements statements, systems conceptual plans or project plans, and may be documented by memo or as planning documents. Decisions and policies constituting plans may be included in planning documents or may be embodied in memos or minutes.

C. Organizational Responsibilities Roles

(1) Plans Staff

The Plans Staff has the responsibility for coordinating and preparing a long range strategic plan. It conducts some liaison with customer elements related to long range planning.

(2) Staff Operations Division

The Plans Branch conducts liaison with users who represent short and long range needs, and prepares conceptual plans and requirements statements for new systems. It participates in numerous OC task forces for the development of new systems, and in inter-Agency committees for coordinating and developing requirements. It has no responsibility for the implementation of systems, but often participates in task forces as the Operations representative.

(3) Engineering

Each FAN manager creates and expresses plans as part of the yearly program and budget submission. Frequently no other planning has been done concerning the FAN's subject, and the FAN manager is the only person actively involved in future planning.

(4) Program and Budget Staff

The P&B Staff prepares the yearly program based on the component submissions. During this process, it resolves differences between components and makes recommendations on overall Office program priorities. The P&B Staff also coordinates the MBO Action Plans for the Office.

25X1 (5) [redacted]

As with all operating elements, [redacted] plans for its needs. Because of its size, [redacted] s plans 25X1

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have significant impact on OC's programs. The degree of coordination between [redacted] Operations and Engineering varies, with some programs like MAX and CDS well coordinated, and others, like ODP support, done almost independently by [redacted]

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D. Impetus for Plans

Plans are created because of a perceived need for future change. The change may be needed because the user's demand for the existing service has grown, diminished or changed location, or because an existing or new customer needs an entirely new type of service. The change may be needed to accommodate new external or internal policies, such as personnel reductions or safety standards. New technology offering potential of greater efficiency or service may cause change to be desirable, or change may be necessitated by deficiencies in the existing system. In sum, the impetus for plans may arise for the existing system, from users of existing services or of new services, from policy or environmental factors, or from advances in technology.

The impetus for plans within OC reflects the diversity of reasons for change. Operations identifies deficiencies and changes required in existing services while Engineering has the primary concern with monitoring technology. Both participate in identifying needs for new services, while policy and environmental changes may arise in any element.

III. Analysis

Planning activity in OC is divided among a number of components whose responsibilities include part of the overall planning process. This division creates a potential for splintering unless the roles are cleanly separable and coordination is good. However, there is overlap in the various roles and types of plans, and coordination is often only informal. The result is that plans and sub-plans are written by different people in different elements, and they lack cohesiveness.

Part of deficiency has been due to not having an overall strategic plan, which should be solved by the Plans Staff's efforts. However, the remaining splintering will remain since the roles still overlap and there is no procedure to ensure coordination.

Every manager must plan for his own activities, but an

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organization's overall plan must be centralized and coordinated. In OC, the Plans Staff and the Plans Branch of SOD are formally chartered for planning. In addition, Engineering and Comsec charters include planning responsibilities. To make the division of responsibility workable, attempts have been made to differentiate the types of planning done by the various components: "long range" vs. "short range"; "conceptual" vs. "implementation"; and "strategic" vs. "how to." By and large, these have not ended the overlaps and confusion. Particularly in Engineering and Operations, plans related to be the same issue are developed concurrently and without formal coordination. At bottom, though, few real plans have been written. Those that are, exist as memoranda modified by other memos, board decisions, informal agreements and individual decisions. Many actions which should be based on plans are decided on an ad hoc basis without close examination of their relation to other plans.

The plans written are often of a very general nature, insufficient to guide action specifically. The latitude left to the implementor is greater than intended, and the lack of specificity of the plan provides little basis for measuring progress.

The program and budget cycle, and the MBO action plans are formal planning processes, although they are not formally coordinated with all components. The creation of a long range plan promises to become a semi-formal process, with a formal document. The bulk of the substantive planning activity comprising conceptual, system and project plans is an informal process, with no prescribed procedures or documents to govern it. The absence of procedure has the advantage of not inhibiting flexibility and initiative, but it makes the process more difficult to manage and control, and contributes to splintering and lack of coordination.

Liaison with customer elements involved with new systems is conducted by each of the planning elements depending on the type and status of the system or requirement under consideration. In many cases, this results in a user being directed to three different elements to cover all aspects of his subject. By the same token, liaison with other agencies regarding new systems is also conducted by several components.

The factors noted above contribute to the following faults in our planning:

- The lack of a strategic plan results in creation of plans and projects that don't seem to fit into an overall concept.

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- In the absence of explicit and coordinated planning documents, confusion arises about what certain programs are for and what they will actually accomplish. (This was noted in the Plans Staff's "System Analysis" paper done in August, 1977.)

- Without coordination of the details of plans, some aspects turn out to be undesirable in relation to other systems or operating features.

- Customers feel that we are not considering their needs because they don't perceive any planning to do so, or feel that their needs are not getting organizational visibility.

- Crises occur during the implementation of projects because the plans were not sufficient to begin with, and the lack of documetation leads to omissions and confusion.

IV. Conclusions

The present division of planning responsibility and the lack of formalized processes have resulted in a lack of effective planning, in implementation problems and in poor customer relations. The creation of the Plans Staff will alleviate a portion of these problems, but not most. Measures should be taken to improve our planning effectiveness.

V. Recommendations

A. The Plans Staff should continue to develop a strategic plan which will be coordinated with all components and communicated widely within the Office.

B. The responsibility for conceptual or systems planning, for major system design, for customer and inter-Agency liaison regarding new systems, and for monitoring available technology should be concentrated in one element.

C. The responsibility for planning related to maintaining, improving and managing required changes in existing services should be assigned to the operating element. This element should also be expected to task the planning element when it finds needs for qualitatively new or dramatically expanded services. The operating element should participate in deciding how new systems shall be designed, and in deciding when a system is suitable for field operation.

D. Procedures should be implemented for the preparation and coordination of plans. These procedures should specify

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the format of planning documents, should ensure that the operating elements coordinate and accept the substance of systems plans, and should prescribe how plans will be approved, communicated and controlled. The procedures should also ensure that plans are sufficiently specific to provide detailed guidance to the implementing element and feedback to enhance management control.

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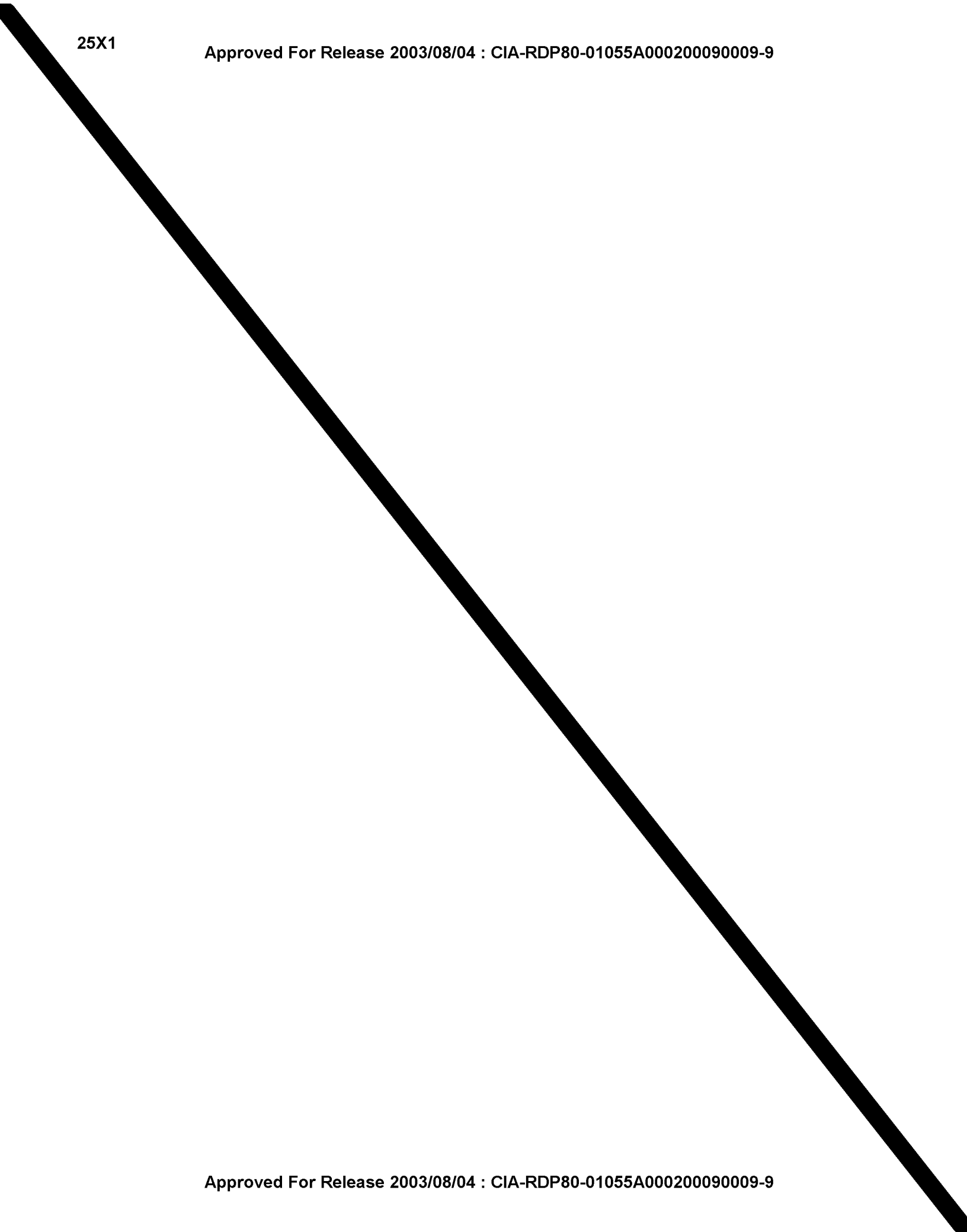

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SYSTEM DESIGN

I. Introduction

The sequence from the inception of an idea for a technical system nominally includes planning, programming, budgeting, system design and development, equipment design, installation and cutover to operation. System design and development might be further broken down into conceptual design, system design specifications, functional specifications and equipment specifications. Some conceptual design and system specifications must be known to prepare plans and programs realistically. So the system design process begins almost as soon as an idea is conceived.

System specifications describe in detail the essential attributes of the desired system in operational and engineering terms. Emphasis is on the external definition and interfaces, but important internal features are also specified.

Given the system specifications, the system designer decides on an approach for implementation and breaks the system into subsystems. Finally, the equipment specifications completely describe the internal and external electrical and physical design details of the subsystems.

II. Current Situation

A. Organizational Roles

(1) Operations

OC-O is formally charged with advising and guiding other OC components on operational requirements, and for participating in long range planning. In practice, Operations has the primary responsibility for identifying and levying operational requirements, both short and long range. As part of this responsibility, Operations plays a role in approving implementation approaches selected by Engineering and participates in the development process through task forces or individuals assigned coordinating responsibility.

(2) Engineering

OC-E is responsible for planning, programming, budgeting, designing and installing communications systems to support operational requirements. Once an operational requirement is levied on Engineering

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and the program is approved by the Equipment Board or D/CO, Engineering proceeds to design, program and implement the system. During this process, there is no formal necessity to include Operations, but in practice is usually done informally.

Within Engineering, system design is normally done by the section with resposibility for the type of equipment or system under consideration.

B. System Development Process

The events which lead to the statement of an operational requirement are amorphous and it would be difficult to define how a welter of sharp or vague needs, ideas, technical possibilities, and environmental factors coalesce into a requirement. Even then, the requirement may be defined by Operations or may be expressed in a fiscal program document or as a project proposal. The operational requirement usually is a very general statement, even in operational terms, and leaves a wide latitude for implementation. It may also constitute a conceptual design, or, occasionally, system specifications.

Once the requirement is stated, Engineering begins to develop the system. For large systems, this usually means writing a specification which, in effect, constitutes the conceptual design and system specification activity. Frequently, the specification is written without ever really considering the overall conceptual design in detail. For smaller systems, the implementor may go directly to equipment specifications, or not use formal specifications at all. Detailed equipment specifications and work are often done in the absence of any overall formal system design specification. Consequently, the person preparing the equipment specifications becomes the system designer. Normally, this person is the "project engineer" and is frequently a junior and inexperienced individual. Thus the key work may be done by individuals with little experience. Further, there is no formal procedure or established informal practice of analyzing the impact on other systems or of coordinating such designs with knowledgeable individuals in other sections, so experience which exists in other elements may not be utilized even in reviewing the system design.

Once the specifications are completed, the project proceeds to the procurement contract or in-house fabrication stage. This stage may or may not be

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preceded by formal coordination of the specification; generally, specifications for large systems are coordinated, but smaller ones may not be. Again, no formal design review process exists, so coordination means getting Operations to agree with the specification. During the contract or fabrication, the project engineer, as COTR, reviews the progress, and may include Operations or Comsec representatives in the review. This is reasonably standard practice, but not a formal procedure.

OC is proscribed from conducting research and development activities; however, it does conduct studies and contract for systems or services which constitute development.

III. Analysis

The system development process covers a span of activities from the inception of a plan to the operational cutover of the system. The creation of medium range plans and programs is interdependent with conceptual and system design to ensure that plans are practical and realistic. System design and development from the time that a plan and budget are approved may proceed independently of further long range planning, but are dependent on the conceptual and system design and planning which preceded approval.

The system design and development process is not formalized in OC, although relatively standard practices are used for larger programs. The responsibility for system design is often delegated to junior individuals with little experience and frequently there is no review of the design either by supervisors in the chain of command or by experienced individuals in other sections.

A key factor in system design is satisfying the operational requirements. Feedback to the element which stated the requirement is crucial to validate the design approach. However, this step is often omitted or taken when the design is essentially hardened by contract or schedule. With outside customers, the feedback and coordination is complicated by the responsibility for customer liaison being in Operations while system design responsibility rests with Engineering.

The present system design practices could and have led to instances of inadequate designs because of incompatibilities with other systems, incomplete information, or failure to meet customer requirements. Usually these are discovered prior to implementation, but lead to delays. The factors which contribute to these inadequacies include

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the following:

- The lack of prescribed procedures and formats for system design and documentation.

- The lack of a formal design review by a group including representatives from other elements.

- The assignment of system design responsibility to junior individuals.

- The organizational division of those doing the customer liaison and planning for new requirements and those doing the system design.

The prohibition on research and development causes problems because some projects include developmental work and must be treated as straightforward procurement. The acquisition and testing of prototypes, development contracts and similar activities must be done in the context of production, and flexibility suffers.

The original intent was to place R&D responsibility in one office. However, R&D is conducted by numerous elements in DDS&T. DDO/TSD was transferred to DDS&T and became OTS at about the time that OC's R&D responsibilities were transferred to ODE; as an office, OTS retained essentially the same people and responsibilities but by dint of being part of DDS&T was authorized to conduct R&D. Thus it appears that R&D is not centralized except through procedural mechanisms among the DDS&T offices. If necessary, OC could presumably participate in these procedures and conduct its own R&D.

IV. Conclusions

The existing system design and development practices are not sufficiently formalized or coordinated, and do not reflect the inherent relationship with system planning. The restriction on conducting R&D creates limitations and inflexibility in our systems development process.

V. Recommendations

A. The responsibilities for medium range systems planning, systems design and impact analysis should be assigned to the same element.

B. Procedures for system design and documentation should be established.

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C. System design reviews should be scheduled and held to ensure broad review and examination of the system design. A Project Review Committee at the division level should be established partially for this purpose. In addition, more frequent design reviews should be conducted by groups below the division level.

D. At an appropriate time, attempt to obtain approval for OC to conduct R&D, either independently or within the procedural guidelines of and coordinating with DDS&T.

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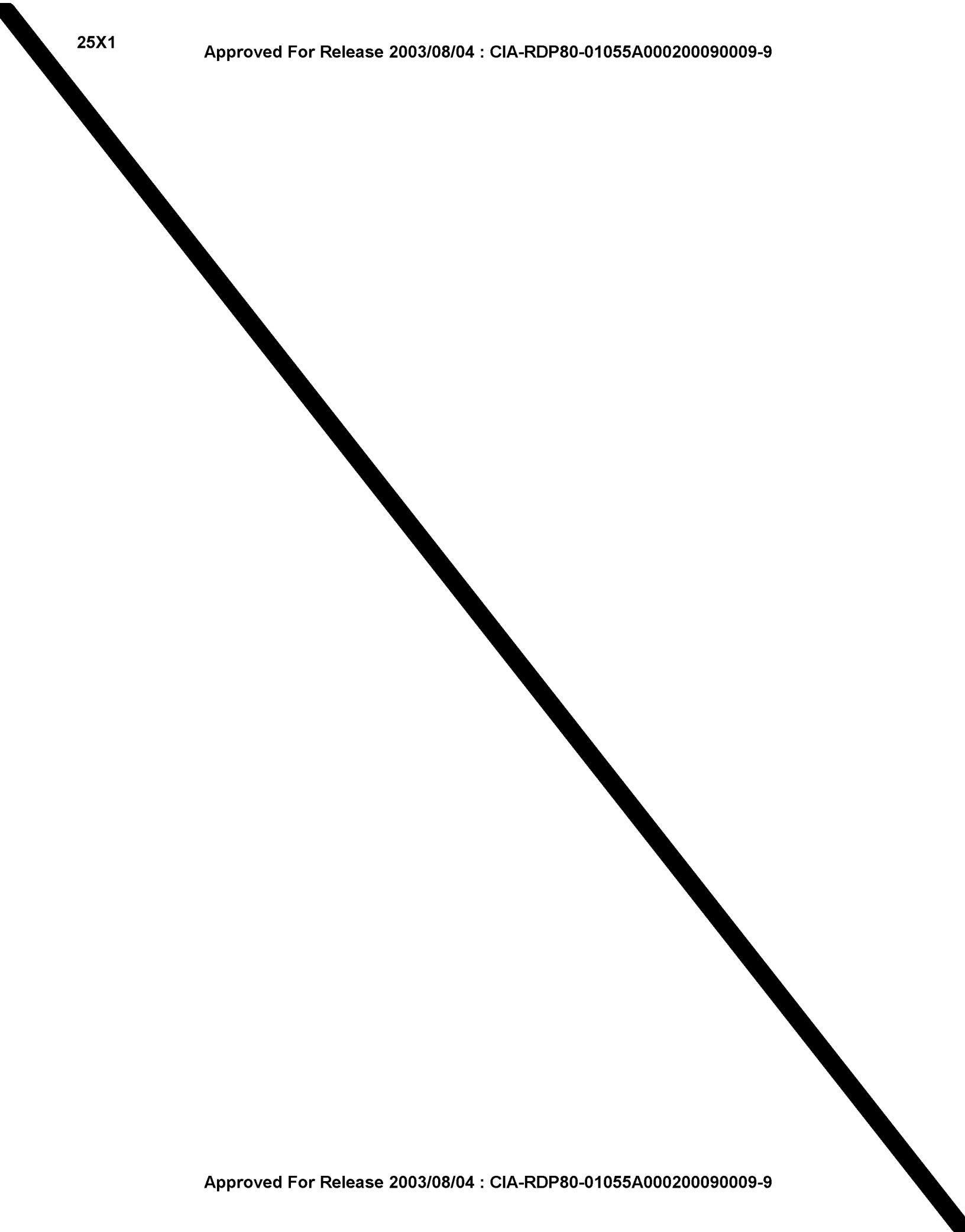

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PROJECT MANAGEMENT

I. Introduction

A project is a specific activity organized to produce a defined objective. Normally, a project is established once the planning, programming and budgeting has been done and approved, and the objectives of the project are well defined. Project management includes taking a task from the conceptual or system design phase through specifications, contract, fabrication, installation and operational cutover. It may also include design work depending on the size and task of definition. The project is usually the responsibility of a project officer or manager, who may lead a task force if the project is large enough.

The essential task of the project manager is to coordinate all aspects of a project and bring it to a successful conclusion. Industry and military organizations have developed numerous formal and complex methods of managing large projects, such as PERT/CPM, because project management has been recognized as a key area in determining the effectiveness of an organization. This paper examines the project management process in OC.

II. Current Situation

A. Organizational Responsibilities

Engineering holds the primary responsibility for managing system development projects, although
25X1 Operations or [redacted] have occasionally managed projects which cut across component lines. Project management responsibility is normally assigned to an individual in the section concerned with the type of system involved in the project.

Large projects commonly use a task force organization with the project manager leading the task force with representatives from Operations, Comsec, CMD and
25X1 [redacted] and others as appropriate. Responsibility, authority and reporting channels remain with the project manager's chain of command.

B. Project Management Process

Projects are normally established by a memorandum, usually from Operations levying an "operation requirement." Once the project is accepted and assigned to a project manager, the manager proceeds largely

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according to his own perception of how best to accomplish the task. He may establish a task force, prepare specifications, conduct a market survey or fabricate equipment. He will informally coordinate with the Operations Officer designated as the contact for the project.

The initial requirement memorandum will be followed by a series of other memos clarifying the requirement, requesting decisions or actions, or reporting progress. Normally, the project will be documented at the end of a quarter in a "Project Report Form" used within Engineering to report progress on and review projects. In addition, large or visible projects may be documented in "Action Plans" and tracked at the Division, Office or Directorate level.

The Project Report Forms provide a brief description of the purpose of the project and short progress reports. The Action Plans are primarily related to fiscal programs and FANs, and lay out project schedules. Beyond these, there is little or no other formal documentation. Determining the status of a project or reviewing the history becomes very difficult because numerous memos describe events, modify the design or schedule, add funds, etc. Sorting out the sequence and getting all the current facts straight can be a frustrating exercise. Often there is no overall description of the project, its financing, schedule, purpose and design. Nor is there any formal way of ensuring that all parties concerned are aware of the status and progress of the project. Some projects have lacked even schematics.

The Project Report Forms and Action Plans comprise the only formal review of projects. Neither provides much substantive information on the project, and the details of the project are not normally examined.

III. Analysis

The project management process in OC is largely informal and left to the discretion of the project manager. No requirements exist for formal documentation nor for detailed periodic reviews, and no standards are set for project management.

Too often, projects seem to go astray of their intended path, have important items fall through the cracks, and develop unforeseen problems at the last minute. One reason for these faults is that the project manager does not go

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through the discipline of writing down the objective, rationale and design of the project, and of describing each of the tasks which must be accomplished to complete the project. Without this documentation, one must take it on faith that all bases are covered, and is unable to measure progress against a plan. Coordination is dependent on informal relations, and without detailed plans to fill in the conceptual framework of a project, the cracks can indeed be wide.

IV. Conclusions

The lack of precision and review in our project management process has led to inadequate coordination and planning, last minute crises, schedule slippage and other problems. Better standards, procedures, documentation and review are necessary.

V. Recommendations

A. Establish standards and procedures to be applied in managing all projects.

B. Define a project plan format to ensure comprehensive, consolidated and updated documentation of projects. Establish methods of coordinating and assigning action on project subtasks among members or a project task force.

C. Establish a Project Review Committee to schedule and hold periodic reviews of projects, and to report significant problems to management.

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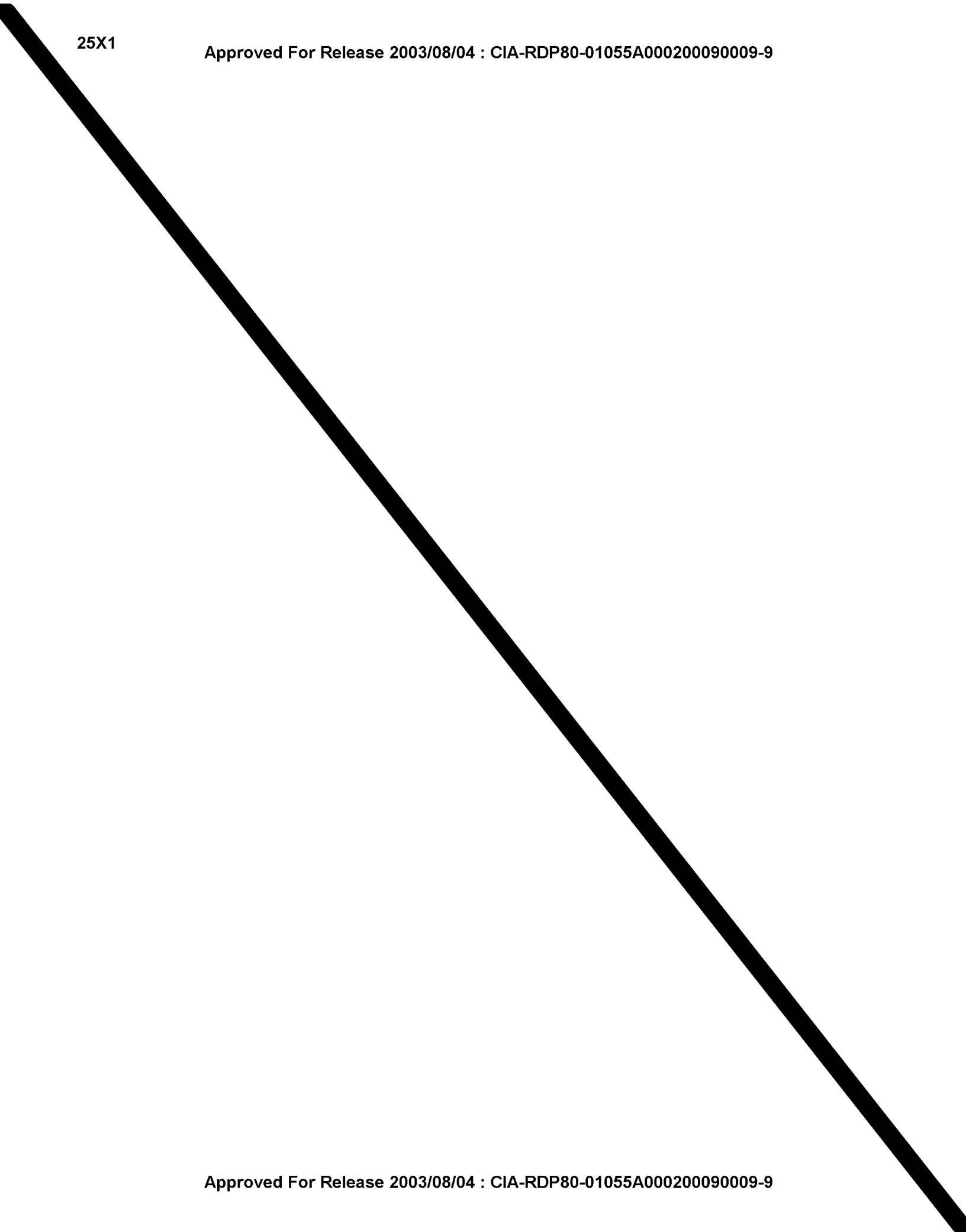

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PROCESS AND PROCEDURES

I. Introduction

An organization is defined by its structure and division of responsibility, and the processes by which it accomplishes its task and through which the elements mesh their activities. Organizational structure tends to get the attention in analyzing an organization, but process is equally important.

All work is accomplished through some process, and to the extent that process is repeated for like tasks, it becomes a formal or informal procedure. Procedures are valuable in providing an efficient, orderly and consistent method of accomplishing recurring tasks. The danger is that they become an end in themselves, delay action or create inflexibility.

Procedures are necessary for the effective operation of a large organization. Major plans and policies are rarely self-executing, and their promulgation does not constitute their fulfillment. Implementation requires the careful development and installation of procedures that will ensure timely and effective execution. Procedures play a role in the exercise of control to ensure that an organization's objectives are fulfilled by specifying the form, substance and frequency of information needed to exercise control. Finally, procedures facilitate the coordination of the efforts of organizational elements.

Many large organizations have procedural manuals covering activities at each organizational level, from preparing strategic plans to assembly line operations. Research has indicated that formalization of organizational activities has a direct relationship with effectiveness.

Boards and committees form a middle ground between structure and process. Often they are established because the function involved isn't the province of any one element, but the function is so important that some formal treatment is necessary. Yet the establishment of a committee doesn't constitute procedure, and the term "committee procedures" is indicative of the importance of procedures in defining a committee or board.

An integral part of procedures is the specification of documentation involved in an activity. Much of management's activity in planning, making policy, controlling, etc., is expressed in or dependent on documents. Prescribing the format and substance of the documents is necessary to consistent and orderly management.

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The subject of process and procedures transcends and is an important factor in analyzing other issues. Though some duplication results, this paper will examine process as an issue itself and its application in OC.

II. Current Situation

OC has traditionally done an excellent job of defining policy and procedure relating to field activities as evidenced in the various OC Handbooks and Orders. However, in the realm of activities of the management elements in OC Headquarters, relatively few procedures exist outside of straightforward administrative or repetitive tasks.

Planning activities are formally expressed in the yearly fiscal program and budget documents, and in the MBO action plans. The requirements for these arise largely outside OC, and use of them is oriented to their submission upward. The Plans Staff is evolving a strategic planning procedure and document, but has not had time to produce yet. Substantive long, medium and short range planning is not covered by formal procedures or documents, nor is project planning.

The missions and functions of organizational elements are well defined in the OC Orders. Some subelements have written M&F statements, but most do not. There is little definition of the work process and procedures relating elements to one another, or of how specific tasks requiring joint efforts are coordinated and accomplished.

The functions of major boards and committees are defined and procedures related to scheduling meetings and preparing the agenda are outlined. Beyond this there is little description of how information is to be presented to the boards, how it will be coordinated beforehand or how staff support will be provided.

Reporting is required of each element on a weekly, monthly or quarterly basis, and ad hoc reports are requested on specific subjects. Routine reports are required for other topics, and are particularly well defined for field activities. Regular reporting on continuing activities to facilitate management control is not covered by procedures, nor is a review process prescribed. The major control point is financial, with review of projects often a byproduct of a financial review. Information relating to operational effectiveness largely consists of individual cases, except for [redacted] reports.

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III. Analysis

OC has relatively few procedures covering management activities of the Headquarters elements. The lack of procedures may lead to different approaches being employed for similar tasks where consistent treatment would aid more rapid and effective treatment. It may also lead to making decisions on an ad hoc basis rather than taken in a procedural context with all relevant information coordinated beforehand, presented and considered. At lower levels, unclear procedures will create uncertainty on how to proceed on a task, and thereby cause delay. Also, the lack of procedures coordinating the efforts of various elements may lead to confusion and friction over who has the responsibility or authority for taking what action on which subjects.

The lack of standardized documents defining the format and type of information to be presented also leads us to basing decisions on inadequate information, and makes it difficult to control ongoing activities.

Procedures often have the effect of setting standards or work, and the lack of procedures tends to allow a lapsing of informal standards.

Specifying procedures involves defining work processes and habits with precision. A lack of precision seems to be common to a number of our work habits and products. Much of our work is not done thoroughly enough, with necessary information and detail being left out or to others. Documentation is often inadequate making it difficult to ensure coordination, to determine who is to do what, and to monitor and control the process and check that it is going in the intended direction.

IV. Conclusions

OC needs to more precisely define its management work processes and establish procedures, standards and documents to increase the effectiveness of its Headquarters activities.

V. Recommendations

A. Create and establish procedures for the following functions:

(1) Project Management
(2) Strategic Planning
(3) Program & Budget Preparation
(4) Project Review

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(5) Operations Review
(6) Decision Making

B. Specify the form and substance of documents covering project management, planning, policy formulation and control.

C. Establish a management objective of attaining greater precision in all work processes.

D. Create committees for review of projects and operations, and formalize the committee procedures.

E. Establish management handbooks at Office, Service and Division levels to record and specify procedures to be used in management work processes.

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DOCUMENTATION

I. Introduction

Documentation serves a variety of purposes. Documents record activities for historical or accounting purposes; they provide a means for explicit communications; and they serve as guidelines and aids for clear and comprehensive thinking. Documents also seem to exist as ends in themselves, and bear the stigma of "bureaucracy."

The emphasis of documentation has traditionally been on records and reports, less on communications, and little as an aid to thinking. The latter categories, though, are crucial in management activities. As one author put it, "The act of writing turns out to require hundreds of mini-decisions, and it is the existence of these that distinguishes clear, exact policies from fuzzy ones." Writing exposes gaps and inconsistencies, provides a means of communications, coordination and control.

Although documentation is a part of many activities covered in other papers, this paper attempts to examine it by itself.

II. Current Situation

OC uses a number of formatted documents in routine activities, such as CFR's, Action Plans, and operations, finance and property records. It also has documented policies and procedures in its handbooks and orders, and uses notices and newsletters as vehicles for communications. Higher level activities, such as decision making, planning and project management, are not documented in prescribed formats; memoranda are the most common form of recording these activities.

While there are some formal documents covering management activities (Project Report Forms, Action Plans, fiscal programs), they tend to be brief and considered by their writers as reports required by superiors and otherwise superfluous. A number of individuals feel that documentation is inadequate and that it would be difficult to trace the history of many activities. Project files include numerous memos modifying one another, specifications and later changes, draft studies and other miscellany. Rarely found is a concise statement of objective, a regularly updated design, or evidence that all important aspects were covered in an orderly fashion.

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III. Analysis

Few formalized documents are used in the OC Headquarters management processes. Most activities are documented by memoranda and while these suffice for most purposes, they make it difficult to determine the status of any particular subject when it becomes necessary to review all relevant memos to ensure that all changes are accounted for.

For some activities, such as planning or project management, the lack of prescribed formats allows unconscious omissions of important factors and a lack of consistency in handling similar activities.

The lack of emphasis on documentation creates a lack of awareness of the need for documentation. Also, the need and value of the discipline of writing ideas, plans and designs in a structured way is not perceived and sloppy thinking may result.

IV. Conclusion

Documentation is not emphasized enough in OC, and the management of plans, projects and other activities is less effective than it would otherwise be.

V. Recommendations

A. Establish a management goal of improving documentation in OC, and emphasize that documents should serve the writer as well as the organization.

B. Establish formal documents in appropriate activities, such as project management, system design and planning.

C. A mechanism should be established to ensure that OC officers are aware of documentation requirements and have the requisite skills.

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CUSTOMER RELATIONS

I. Introduction

A recurring theme in OC is that we have poor customer relations, which conveys a range of concerns. Suggestions for improvement include establishing a staff for customer relations, placing representatives or referents in other organizations, designating an OC component as responsible, "marketing" our services, or conducting a "PR" campaign.

This paper will consider not only customer relations, but also liaison with suppliers or other organizations.

II. Current Situation

A. Organizational Responsibilities

(1) Operations

Operations' charter includes the primary responsibility for liaison with customers and other communications organizations. Recently, it has reemphasized its role in liaison with customers by designating the Plans Branch as the point of contact for all long range requirements. The ORS Staff conducts most liaison with DDO customers, and a lesser amount with State, NSA and other organizations. COB also conducts some liaison with DDO customers and with State and others. A SOD man is assigned to NCS as the OC representative.

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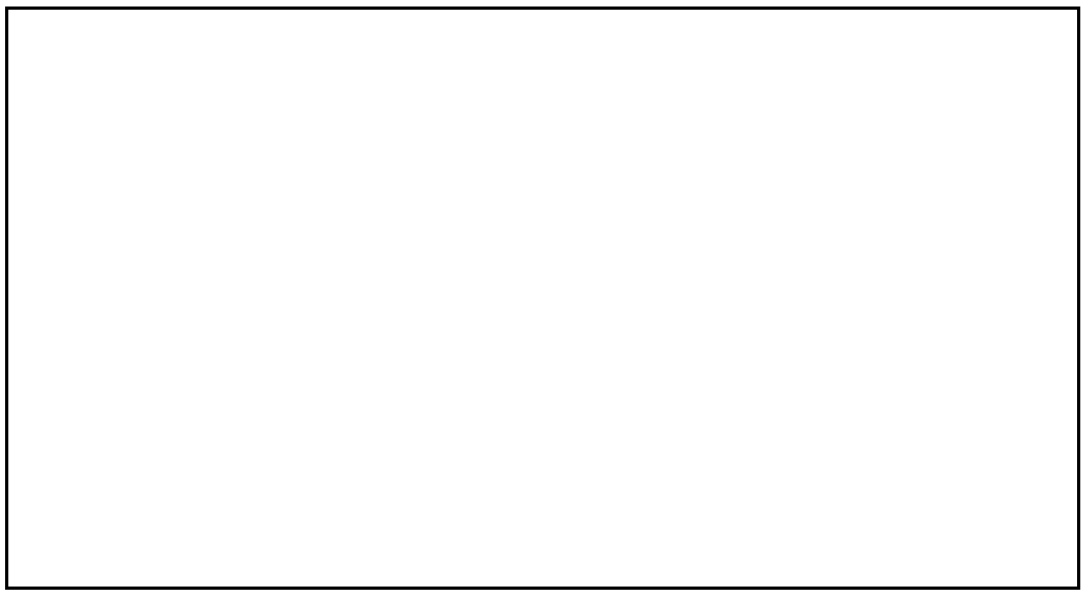

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(4) Engineering

Engineering conducts liaison with many equipment suppliers, and with State, NSA and DCA on technical matters. It also works closely with customers in defining requirements and solving problems, and has continuing relationships in some cases.

(5) Plans Staff

The Plans Staff conducts liaison with some customers and other organizations on long range planning matters. These include DDO, ORD and [redacted]

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B. Overlaps

Several OC elements conduct liaision with the same organization, even with the same people in some cases. This is probably most true of Operations and Engineering where both talk with the same people on requirements of joint interest. The customer groups served by [redacted] Comsec and ORS are relatively distinct.

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C. Quality of Liaison

There is a feeling that for several reasons our relationships with our customers have not been as positive as they should. First, we do not seem responsive to their needs, but try to fit their needs to our methods rather than vice versa. Second, the customer may get varying points of view from different individuals in OC. Finally, since we may assign junior or inexperienced individuals to liaison, they may seem unprepared and unknowledgeable on the subjects being discussed.

In addition to deficiencies in liaison from the customer's viewpoint, there are several from ours. The only information forthcoming on some customers needs is largely hard requirements, and little soft information on what the customer is considering or would like to have. Also, it seems that some customers do not know what kinds of services we can provide, and in ignorance, look elsewhere for service.

III. Analysis

A. Categorizing Liaison

Though there is a tendency to speak of "customers"

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as though they were a small and distinct group of people, they may be sub-divided in a number of ways according to the type and complexity of the relationship, their concern and their organizational level. The following attempts to portray this categorization:

Type of Relationship	-	[redacted]
Complexity of Relationship	-	
Concern	-	Current activities Future activities
Level	-	Executive/senior management Middle management

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B. Analysis of Current Liaison Activities

OC's current liaison activities include examples from each of the categories listed above. Most of the people in other organizations at the middle and working levels are concerned with only one category of liaison, i.e., a customer working on a future requirement, or one concerned with current operations. At the senior level, executives are concerned with all categories represented in their organization. Since customers do represent distinct concerns, it is not necessary that all be funneled through one point of contact in OC. This is particularly true where complex relationships exist with other organizations. Multiple points of contact exist between OC and State at all levels on a variety of topics, and it would be counterproductive to try to set up a single point.

Although the feeling is that the existence of multiple points of contact may cause customer dissatisfaction, it may be caused more by the quality of liaison. The responsibility for liaison on future plans or developing systems is often assigned to working level individuals with little experience, who may be meeting with middle level experts of the customer organization. The occasional apparent inexperience of our people leaves a poor impression of the quality and responsiveness provided. Also, if our representative

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does not have good interpersonal skills and a responsive attitude, liaison may suffer.

A problem with the existing complex relationships and the policy of not funneling all liaison contacts through one point is that new customers don't have an obvious point of contact. In addition, if Office policy related to another organization is not clear, current, comprehensive, and understood by all points of contact within OC, then each liaison contact may receive a different description of the policy. A common point in OC is needed to consolidate the policy guidance related to other organizations, and to serve as a focal point for new customers; however, it needn't conduct all liaison.

IV. Conclusions

OC has numerous liaison contacts at all levels and for varying purposes. By and large, the contacts are effectively carried out by people in OC who have the most direct working responsibility for the subject involved. However, some overlaps exist, and some customers are dissatisfied with the quality of the liaison. Also, no obvious point exists for new customer contacts.. These problems should be corrected.

V. Recommendations

A. OC should continue to establish complex relationships with other organizations at all levels, and not centralize liaison. It should ensure that individuals assigned to liaison roles have good interpersonal skills and positive, responsive attitudes toward customers.

B. The D/CO Staff should be designated as the point of initial contact for new customers without an existing relationship. Continuing liaison should be conducted by appropriate middle and working level elements in OC.

C. The D/CO Staff should serve as a focal point for coordinating and preparing policy guidance on our relationships with other organizations, and for ensuring that OC representatives are aware of the scope of their liaison roles.

D. Customer liaison for future requirements and developing systems should be conducted by experienced people assigned to a single organization with responsibility for system planning and design.

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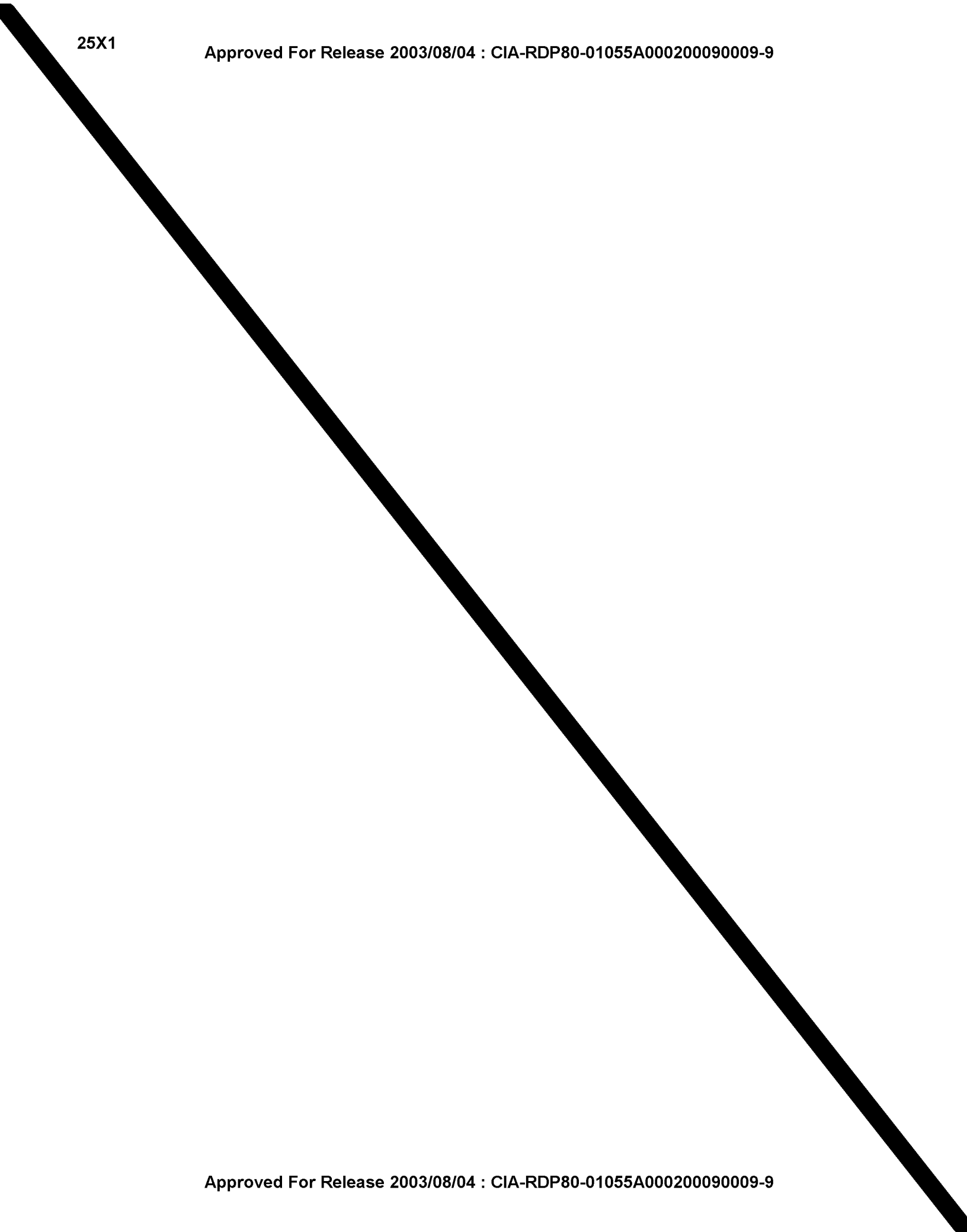

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As part of the annual budget process, OC forwards a memorandum to DDS&T requesting projected communications requirements. Some requirements are not included in the response to the memorandum partly because of project compartmentation or because a project has not received final approval.

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[redacted]

III. Analysis

Because of the security compartmentation or lack of a final project approval at the time of the annual requirements memorandum, all communications requirements are not identified in the DDS&T response to the memorandum. During the period between the annual requirement requests, actual requirements are discovered quite by accident or a project progresses to the point that communications support is required immediately. These requirements are usually unique and cannot usually be satisfied with existing systems.

There is a mixed impression of the level of OC support currently provided DDS&T. OC officers assigned to DDS&T generally believe that they get positive responses to requests for support in the areas that OC has a current capability. However, if the capability is not currently available, there is diminished interest and support falters. This leads DDS&T elements to either go it alone or to seek another entity for the necessary service.

DDS&T managers are reported to have expressed concern about the lack of expertise in data and programming on the part of the OC operations personnel assigned to DDS&T projects. As a result, there is a rather lengthy OJT period for OC operations assignees.

A communications problem exists between the OC representatives assigned to DDS&T and some OC components, and there is the perception that some OC components do not have a clear understanding of the Office's support role.

The way DDS&T operates, in part by office and in part by project, can be further subdivided by the way activities are funded: Agency or National.

IV. Conclusions

OC can provide an effective contribution if it can develop

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ways to assist in the identification and development of requirements and begin to work on those requirements as soon as validated.

There is no process within OC to institutionalize the communications knowledge gained in supporting DDS&T projects. Consequently, OC support suffers from knowledge gaps and discontinuity.

OC support to the OC representatives assigned to DDS&T suffers in part because of the communications gap between the two.

The OC employees assigned to DDS&T report that DDS&T is most critical of our secure voice service and rotational policy.

The wording of the regulation excluding as one of the OC functions the operation of various teletype, data, facsimile, and secure voice communications facilities normally manned by non-communications personnel in support of special activities and projects of the Agency may lead to ambiguity as to the responsibility for communications support to some DDS&T projects.

While it would probably be beneficial for OC to control the slots to which OC personnel are assigned, effective communications support can be provided whether or not OC has the positions. The character of DDS&T operations makes it unlikely that they would accede to an overall effort to get control of the positions.

V. Recommendations

A. Assign through the auspices of the DDA one or two OC officers to the DDS&T Staff.

B. Continue to assign OC officers to fill project positions full time or TDY and reassess our two year rotational policy with the intent to lengthen assignments to DDS&T positions.

C. Deal aggressively in the area of Comsec responsibilities through the DDA or DCI as necessary.

D. Reaffirm our responsibility to provide DDS&T continuing support including advice, system design and procurement by utilizing and maintaining expertise on the communications systems and techniques needed to support DDS&T and institutionalizing within an OC element the telecommunications knowledge acquired in DDS&T support.

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E. Establish as part of our training program a certified data course to develop basic data operational skills.

F. Ascertain skill requirements needed for DDS&T assignees and provide preparatory training for these assignees. There should be no hesitation to explore technical support through contract arrangements.

G. Require OC representatives to DDS&T to provide descriptions of their roles in DDS&T and encourage more communications.

H. When necessary, before we begin to support new projects, prepare support agreements to define our support role.

I. Assign OC slotted employees for industrial sites in accord with present [redacted] DDS&T arrangements, i.e., National programs to be under DDS&T (OSO OC Rep.) and Agency sponsored ones under [redacted] It appears imprudent at this time to force support arrangements for [redacted] to provide all support to industrial sites.

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INFORMATION HANDLING

I. Introduction

Processing and transmitting messages have been OC's traditional role. Over the past decade, this role has grown to include data messages, facsimile, voice and other services which are difficult to categorize. This paper addresses these other services, defining them as "information handling," and examines our support for them.

II. Current Situation

A. Types of Information Handling Services

A number of the services may be described as "carrier" services. TETRAHEDRON, COINS and support to ODP fall in this category. Some of the special facsimile services, such as [redacted] and ITS-W, will be included, as well as special support like that provided to the Operations Center. 25X1

These services represent areas which are likely to expand greatly. In seven years, the Office of Data Processing (ODP) has gone from 20 to over 500 terminals, and the SAFE project promises to spur greater terminal use. Under the aegis of the Intelligence Community Staff, community telecommunications systems may expand. [redacted] and ITS presage increased requirements for wideband facsimile and image transmission systems. 25X1

25X1 Although OC has provided complete services in the cases of [redacted] and ITS, for the remainder we tend to provide a carrier service. This is particularly true with ODP support where we have provided a dedicated channel (either a separate circuit or dedicated time slot in a multiplex system) for each terminal, and are only concerned with the electrical interface levels rather than with the code or content of the bit stream.

The information handling services tend to be technically complex and usually don't require any OC operators.

B. Organizational Roles

25X1 (1) [redacted] operates and maintains most of the

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"information handling" systems. The [redacted] Operations Branch plays a role in managing some of them, such as [redacted] and the Operations Center, but has essentially no role in others like TETRAHEDRON, COINS or ODP. These are exclusively the province of the Engineering Branch which maintains records, conducts liaison with ODP, NSA and others, and deals with SED and [redacted] on any new requirements. 25X1 25X1 25X1

The Engineering Branch's Systems Installations Section (SIS) provides the primary support to ODP. SIS manages the data grid and the ODP operations center tech control equipment, installs circuits for terminals, and performs fault isolation when terminal problems occur. ODP calls SIS personnel first and has them determine if the problem is the terminal, line or front end concentrator prior to calling the terminal or front end maintenance personnel. SIS personnel do a considerable amount of work that might otherwise be done by ODP personnel.

(2) Operations

The Plans Branch of OC-O/SOD maintains contact with a number of elements planning systems for information handling, such as CRAFT, SAFE, TETRAHEDRON, COINS, WWMCCS, etc. They participate in the OC/ODP working group and solicit requirements from Agency components.

(3) Engineering

Engineering supports [redacted] on some information handling services, but plays little role in others like ODP. Systems Branch personnel participate in the OC/ODP working group and on the TETRAHEDRON control group. The [redacted] Systems Section manages support FANs for DDA, NFAC and DDS&T which mostly concern information handling requirements. 25X1 25X1

C. Industry Situation

The telecommunications industry also faces the complexity of new services created by data processing systems, the advances in electronics technology and greater telecommunications system capacity. AT&T initially tried to fit data requirements into voice circuit technology. Only when it found specialized carriers gaining a competitive edge by

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treating data as a unique service did AT&T begin to develop special systems for data. Today IBM, AT&T, the international record carriers and a host of specialized carriers are embroiled in a controversy over how far a telecommunications carrier can go before he becomes a data processor. AT&T is currently arguing that a terminal with editing and other data manipulation features is still a telecommunications service. Other carriers are providing concentrator, packet switching and electronic mail services. The battle over the middle ground between data processing and telecommunications is fierce.

III. Analysis

OC's support to information handling requirements is fragmented between Operations, Engineering [redacted] and the roles are not clear. Within each unit, the support is largely provided by technical personnel; very few operations personnel are involved. In [redacted], the Engineering Branch acts as operations manager for several of the services, but does so in the context and attitudes of its maintenance role. The degree of close cooperation between the Systems Installations Section and ODP and the amount of work involved is almost invisible to much of OC. 25X1 25X1

There is a tendency to handle these services as providing a telecommunications carrier for a bit stream, and to avoid becoming involved in the nature of the requirement or data content. Consequently, not much expertise is being developed on such requirements and [redacted] is largely on its own. This tendency may be partially due to interpreting our mission for "communications" as not including such information handling services which cross into the gray area between communications and data processing or the user. 25X1

Although the analogy with AT&T may be dubious, it appears that OC is not placing much emphasis on information handling requirements and risks the possibility of complaints for unresponsive service and encroachment from data processing organizations into the telecommunications domain.

The requirements for information handling services are likely to rise [redacted] The CRAFT project implies use of computer and data processing techniques overseas and greater field interaction with and dependence on Headquarters. ODP will become involved in CRAFT and will extend its concerns overseas. While narrative service will remain predominant, data service, both within the Agency and for other customers, will become increasingly important. 25X1

IV. Conclusions

OC has not given information handling requirements the attention that it has other OC services, and has largely treated them in an engineering and maintenance context. This and the tendency to adopt a "carrier" approach may lead to complaints and result in other organizations entering the telecommunications domain. OC should move to provide more comprehensive support to such requirements.

V. Recommendations

A. Establish a policy of increasing the emphasis on information handling services and treating them on the same basis as other OC services.

B. Establish an element in [redacted] responsible for the operational aspects of information handling services. 25X1

C. Change the approach to information handling services from that of a "carrier" to an information handler. Emphasize that the interpretation of our "communications" mission includes comprehensive services extending beyond the carrier role.

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CAREER MANAGEMENT

I. Introduction

Many of those interviewed expressed some opinion concerning career management. Almost all of those expressing opinions, favored a more centralized management of personnel. A couple of interviewees favored a more decentralized form of personnel management, e.g., Panels T, C, I, & F, managed by Operations and Panels E & N by Engineering, etc. One proposed that CMD be abolished altogether and that function be transferred to the Office of Personnel.

II. Current Situation

Personnel management is currently a combination of groupings with eleven career subgroups under six managers. The largest grouping being those under CMD (4 groups) which represents approximately 70% of the Office personnel.

III. Analysis

Consolidated management of personnel by CMD provides a greater degree of uniformity in executing personnel policies by a neutral party not directly involved in the disciplinary hierarchical structure and can represent the individual without a perceived built-in bias. In addition, it would facilitate office-wide management of programs in:

- Upward mobility
- EEO
- Interdisciplinary assignments
- Staff officer and management development
- Maximizing utilization of ADP applications in accessing information for assignments and training
- Ascertaining and maintaining accuracy of personnel management information
- Manpower management
- Fostering equitable personnel practices
- Making more practical the provision of officers who are trained in personnel management skills

Decentralized management by disciplinary components could, on the positive side, provide a level of professional identification and a professionally identifiable role model. On the other hand, some dissatisfaction has been voiced by those whose careers are currently managed by the disciplinary component they work for. They feel that their career management is casual, incidental, and is seen by their management as an administrative chore. Decentralized

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management would exacerbate the complexities of assignment, training and development, which is a very time consuming process and an inordinate burden to the operating components. This complexity would multiply as the degree of interdisciplinary integration increases in various organizational units, as is proposed in many of the alternative possibilities in this reorganization. It would foster the development of multiple competing personnel systems. This also deprives the employee so managed of a third party or neutral advocate in issues of assignment, training, and developmental considerations.

IV. Conclusions

The present situation provides partial benefits of centralized personnel management to those under CMD. Partial groupings do not facilitate effective Office-wide career management or development. They also mitigate against interdisciplinary assignment, development, and full utilization of skills and training.

V. Recommendations

A. To establish centralized management of all career subgroups in the Office, excluding Panel "W" which should
25X1 continue to be managed [redacted]

25X1 B. Place CMD [redacted] as a separate first line functional unit under the D/CO addressing personnel management and training.

C. Change the titles of the present non-CMD disciplinary panel chiefs to "Career Discipline Advisor" and assign to them the responsibility for formulating and recommending policy on skills and training requirements, and for substantive interviewing of recruits. This should be assigned to all senior disciplinary representatives, i.e., MCT - Chief, FN; MCC - Chief, DN; MCN - Chief, SI.

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PERSONNEL DEVELOPMENT

I. Introduction

THESIS

Any addressing of the questions of personnel development must maintain focus on the primary goal of any organization, i.e., effective productivity. Productivity is dependent on the combination of ability and commitment. Commitment is further dependent on ability plus opportunity combined in addition to an awareness of the organization's needs.

FORMULAS

Effective productivity $P_e = A+C$

Commitment $C = N_a + (A+O)$

DEFINITIONS

Ability - A combination of existing skills and talents and those that can be developed, i.e., latent potential.

Opportunity - Relates to structural, procedural, process or environmental forces that either constrain or enable the utilization, application or development of one's abilities.

Needs Awareness - Relates to goals, objectives, tasks, or skills requirements of the organization. Implicit is wide dissemination of all relevant information, i.e., internal communications and feedback.

Commitment - The commitment of the employee to the needs of the organization is partly dependent on ability combined with opportunity, i.e., to the extent the employee perceives the opportunity to apply or develop his skills. In addition there must be an awareness, on the part of the employee, of the needs of the organization. Implicit in this process is maximum involvement of and feedback to the employee concerning formulation and resolution of the organization's needs.

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The employee needs to be able to identify, and identify with, the needs of the organization. The extent to which the employee can identify with the needs and internalize those goals and objectives with his own, the greater will be the level of internal commitment to the goals and objectives of the organization.

Effective Productivity - Is then an effective combined result of having the necessary abilities in combination with internal commitment to the needs of the organization.

II. Current Situation

REVIEW OF DATA

Several recurrent themes are addressed in the data gathered as they relate to needs, ability and opportunity.

- Jobs need to be redefined in terms of the skills required to perform each specific job vs. general categorical definition (Panel designation).

- In technical skills, there needs to be a mix of base level generalization with blocks of specialization in advanced applications for periods of time long enough to establish expertise and profit from the investment.

- There needs to be a restatement of the objectives and goals of OC, "you can't identify with what you don't know."

- We should involve to the maximum extent possible, employees at every level in formulation, coordination and feedback concerning the tasks and objectives that their jobs are involved in implementing.

- We must develop an atmosphere that rewards and fosters creativity and innovation and that clearly establishes its value in the daily work environment.

- One point raised by engineers was that of role expectations, e.g., engineers assigned to COTR and program managers are unsure as to the expectations of the organization viz technical expertise relating to their project.

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- One program manager interviewed clearly perceived his role as a management focal point with no requirements for technical expertise.

- Another point raised by engineers is that of continuing professional development.

- A commonly mentioned issue is that of requisite technical skills perceived as inevitable both in relation to the tech and the operator.

- The question was raised as to the utilization and development of staff officers and whether this should be used as a mechanism for fuller utilization of the actual skills of the personnel rather than the definition of jobs in terms of general categories or panels which frequently will have little relation to the skills required of the job.

- One issue raised by the engineers was one of professional development and broadening earlier in their careers, e.g., they are frequently sent on their first field assignment to supervise technicians and not as a junior engineer to learn the field operation and to apply engineering thinking and skills to problems.

- The technicians raise the opposite side of the same question, pointing out that senior techs are frequently supervised by engineers of the same grade or lower who have no field experience.

- The technicians raise the question of blocks of specialization after 1 or 2 assignments for periods of at least five years which would provide more opportunity to become expert in a given area.

- Several mid-level officers raised the question of whether or not there is any concern that the skills of the individual coincide at all with the requirements of the jobs, i.e., when anticipating reassignments, it's difficult to find out what is entailed in the job possibilities in that there are no descriptions on the EPVL, only grade and panel.

- There is significant feeling that flexibility viz opportunity would be greatly enhanced by common or centralized management of human resources.

- There should be a program for and required levels of continuing professional development vs. only fragmented individual efforts away from the job.

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- More flexible mechanisms should be developed to identify and develop potential for staff and line managers.

- Separate career tracks need to be established so that management potential can be identified at any grade level and developed while retaining a structure for advancement for the production worker without forcing him into management.

III. Analysis

NEEDS

There is a significant degree of uncertainty about the needs of the organization. One concern voiced is a perceived inability to identify any long range goals in relation to future system, network architecture or technical requirements. There are views that technical requirements of both the operator and the technician will change dramatically due to increasing complexity of new systems. There is the view that we can't nail down our future needs until we get a much clearer picture of our customer's needs and that to do that, we must establish better, more expanded and more formal contacts with our customers. We need to know not just what the customer needs are in terms of the current program call, but also what they are thinking they would like to do and where they would like to go. There is an almost unanimous belief that most jobs should be redefined in terms of skills and background necessary to perform the job.

ABILITY - (SKILL & TALENT)

Some of the concerns about skills and talent are related to the needs of the organization. There is almost universal speculation and anticipation that our current network will become obsolete in terms of meeting our customer's needs in the next 10-15 years and that the current operators and technicians will move toward an almost total amalgamation.

Many engineers feel that they are hired to become managers and not engineers. They point out that there is no requisite level for, and little encouragement to continue professional development.

As one has to become a manager in order to advance, almost all graduate work done by engineers is some form of management and not engineering.

Another concern is the diversity of training and development. There should be a more concerted effort to develop analytic skills and staff officers. There also needs to be more training and development of management skills in future managers.

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OPPORTUNITY

Opportunity is sometimes seen in terms relating to skills and the organization's needs and sometimes in terms of the individual's needs.

There is a feeling that opportunity to match one's skills effectively to the organization's needs is hindered by over-reliance on panel and grade as the primary descriptor of a job. It was brought out that an employee filling out a CSA could not effectively apply for a job that would best utilize his skills because vacancies are only listed in terms of location, panel, and grade. Many observed that the current use of panels was too inflexible for effective utilization and development of human resources, to the detriment of both the organization and the individual.

Most interviewees expressed opinions that there should be a more concerted effort to identify management potential (both line and staff) early and then establish a mechanism for continuing assessment and development.

IV. Conclusion

Although we have a high order of dedication, there are many signs indicative of a waning of commitment. Most feel our goals are too nebulous or nonexistent. This makes it difficult for employees to identify their future roles with the organization. We are convinced that this explains why there is an inordinately high concern for personal security and a correspondingly high attention to personnel management issues without relation to job effectiveness.

Looking at the situation from management's perspective, we find it understandable that there is difficulty in formulating coherent and cohesive personnel management policies and practices without clear-cut communications goals.

V. Recommendations

A. Establish a program to redefine jobs in terms of skills and background needed to perform the jobs required to meet our goals; which could be continued on a periodic basis as a management analysis tool to allow for dynamic change and transition.

B. Establish a program of continuing professional development including managers and knowledge workers utilizing both external and internal training.

C. Initiate a program to ascertain skills needed for the future including all groupings of production workers.

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D. Establish a policy of more flexibility in the current panel structure to provide:

(1) More flexible assignment possibilities based on skills and talents of employees.

(2) Early identification of varying potentials for management, e.g., staff officers, knowledge workers, line managers.

(3) Programs or separate development tracks for developing identified potential.

(4) More use of the special assistant or understudy role for development.

E. There is a need to incorporate into the evaluation process or the career progress/advancement ladder a measure of technical skill advancement or development. The [redacted] process only recognizes one such element in the sixteen criteria. Additional evaluation tools could either be separate or incorporated into the [redacted] system and would be supplemental to the standard [redacted] total. By adding weighted supplements to the basic total we not only give credit for advanced professional development but establish clear motivation for continued technical development. 25X1 25X1 25X1

F. The development of a program of advanced specialization. Currently specialization is by assignment and too frequently for an assignment. Specialization in advanced applications by blocks (data, voice, satellite, etc.,) for periods of $\geq$ 5 years would provide more opportunity for the employee to develop his expertise, provide more technical expertise for the organization, and a better return for investment. This should be investigated for all categories of skills.

G. Given the trends toward personnel reduction in concert with greater diversification in technology, the office could benefit from further study into the applicability of specialization in all segments of the office, production workers, knowledge workers, as well as line managers.

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FUTURE PERSONNEL CONCEPTS

I. Introduction

The increasing automation and complexity of our network, the importance of new Headquarters telecommunications services, and the static size of the Office have raised questions about the adequacy of OC's basic personnel management concepts to cope with future needs. Other papers have focused on present and near-term situation concerning personnel and career management; this paper will attempt a speculative and provocative examination and forecast of future personnel needs.

II. Current Situation

A. OC Job Classification and Ladder of Advancement

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[redacted] The classifications are essentially synonomous with career advancement ladders within the panel structure. Each panel describes the skills necessary to reach a journeyman level. Personnel are hired, provided training for all journeyman skills, and, after spending the required time in grade, promoted to the journeyman level. The skills requirements for successive advancement steps are essentially the same as those for the journeyman level, but supervisory and management abilities are increasingly important. Specific assignments may require special knowledge, but the training is usually provided in preparation for the assignment. No program for increased specialization within a panel exists, and specialization is implicitly discouraged. Once a person is hired into a panel, it is difficult to change panels, or to get assignments to jobs classified for other panels.

B. Bases for Promotion

The Competitive Evaluation System (CEL) is used as the basis for promotion throughout OC. The first step of the process is the Preliminary CEL (PCEL) in which individuals are rated by personnel one or two grades higher within their component using sixteen rating factors specified by the [redacted] document. 25X1

The several PCEL results are integrated by a Consolidated CEL panel (CCEL) to produce a worldwide ranked list of all persons in a given panel and grade. The consolidated list is used to determine which

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personnel to promote. Although management has the option to promote individuals independent of the CCEL listing sequence, in practice this is almost never done.

Complaints about the CEL system have always existed. Many people suspect that partisanship of the PCEL panel members plays a large part in the ranking, or that visibility and the type of assignment are more important factors than performance and capability. These concerns, coupled with an inability to identify objective factors determining promotion have created frustration with the promotion system.

C. Training

Throughout an individual's career, training is provided as needed, or when it is convenient for the organization and the individual. The courses are a mix of new skills or knowledge and refresher training, but are largely considered to be incidental to promotion. Recently, programs for self-training have been developed and distributed, but employee interest in general has been modest.

D. Industry Practices

Industry personnel management organizations often establish definitive job descriptions at each step within an advancement ladder. The additional skills required to advance to the next step are clearly defined and some form of verification required before advancement is possible. Rewards may be given for exceptional skills within a given job classification.

The above practices are especially true for production personnel, and often true for other categories as well. Industry commonly classifies jobs broadly as production, knowledge worker (white collar) or management. Sharp differentiation is usually made between professional and non-professional personnel; the advancement ladder for the latter does not usually extend to management positions. However, programs are established to identify, select and train exceptional non-professionals for management positions.

Two major bases for promotion are common: merit and seniority. Merit is the preferred system, particularly where skill is important and additional required skills for advancement are objectively defined.

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Seniority is often favored by employees for job security, predictable advancement and elimination of bias from promotion decisions.

III. Analysis

OC's advancement ladders do not require additional skills for promotion; rather, promotion is based on a generalized set of rating factors [redacted] which include technical skill as one of sixteen categories, but is usually interpreted to emphasize supervisory and management ability. With no objective, tangible and testable criteria used as a prerequisite for advancement, personnel at lower levels are left without a clear idea of the basis for promotion. One cannot prepare for advancement nor set concrete goals for personal development. This lack of relationship between skills and advancement levels may explain the lack of response to self-training packages: there is no motivation to learn new skills other than as an end in themselves. 25X1

The lack of emphasis on technical skills has led to a belief that management skills are preeminently important at all levels, and somehow exist independent of substantive skills. This reflects the overwhelming interest in management in the 1960's and the conventional wisdom that a good manager can manage anything, whether at the top or middle level. Industry now recognizes that while this may be true for top levels, it is not for middle levels. Individuals in OC may find the same thing. A production worker who does rise through supervisory positions may eventually be given a knowledge worker assignment without having attained any extra technical skills along the way and find himself unprepared.

The emphasis on management skills alone and the fact that such skills are not heavily dependent on technical or academic background implies that all personnel are on the same footing in consideration for promotion to management positions, independent of technical or academic background. OC is exceptional and perhaps unique in indicating that persons of all job classifications are on the same footing and have statistically equal chances for management positions. Unlike State, the military and other organizations, OC does not differentiate between professional, para-professional and non-professional personnel by establishing non-converging advancement ladders. Nor does it have special programs for selection and development of talented non-professionals such as State's "Mustang" program. The CEL system makes such special treatment very difficult.

Another factor contributing to the lack of advancement levels differentiated by skills is the set of job require-

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ments for today's positions. Most jobs worldwide require very similar skills within a given panel, especially Panel T. This is becoming less true for Panels N and E; specialization has become an emotional topic among these panels. Automation is going to affect the Panel T set of job requirements significantly in the future. With the advent of AFT and its successor, the amount of production work in field stations will decrease dramatically. The remaining work may be either more technical or more simple (loading cables into an OCR), or both. A station may have to be manned by people with several different sets of skills and grades: an advanced secretarial job for handling messages, and a moderately skilled technician to maintain and configure the equipment. This scenario suggests more differentiation by skill level of people in Panel T, and possibly some form of specialization.

An alternative to the present job classification/panel/journeyman approach may be feasible in OC. The establishment of a hierarchy of skills and specialization within several basic job classifications may be possible if OC positions can be recharacterized and structured according to such a hierarchy. The preceding paragraph suggests that this may be more feasible for Panel T in the future, and may already be feasible in Panels N and E. Such a hierarchy could allow lateral movement between the higher levels of one ladder and mid-levels of another, and could incorporate verifiable skill differences between levels. It could alleviate the cross-panel rigidities of the panel system and make the basis promotion more objective. (For illustrative purposes, an example of the type of advancement ladders which might be applicable in OC is attached to this paper.)

IV. Conclusions

The lack of tangible requirements for progressing between steps of OC's advancement ladders, and the resulting emphasis on intangible management skills at all levels create difficulties in choosing the right people for promotion and frustration in attempting to prepare for advancement. The lack of differentiation between professional and non-professional has created expectations among the non-professionals which cannot be satisfied. At the same time, the rigid panel and CEL systems have made it difficult to select and develop talented non-professionals. The preoccupation with management and resulting de-emphasis on technical skills and specialization have led to problems of middle managers being inadequately prepared to make substantive judgements and teach their subordinates.

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V. Recommendations

A. OC should emphasize the need for appropriate technical skills in all panels, and encourage and reward specialization. While OC needs generalists, a generalist should be defined as a person with several specialties.

B. A program should be established to identify and develop exceptional non-professional individuals for management jobs.

C. A major study should be undertaken jointly by OC, OP and a consultant on the feasibility of changing our present job classification and advancement ladder concept to one based primarily on a hierarchy of skills and specialization.

Attachment: Advancement Ladder Illustration

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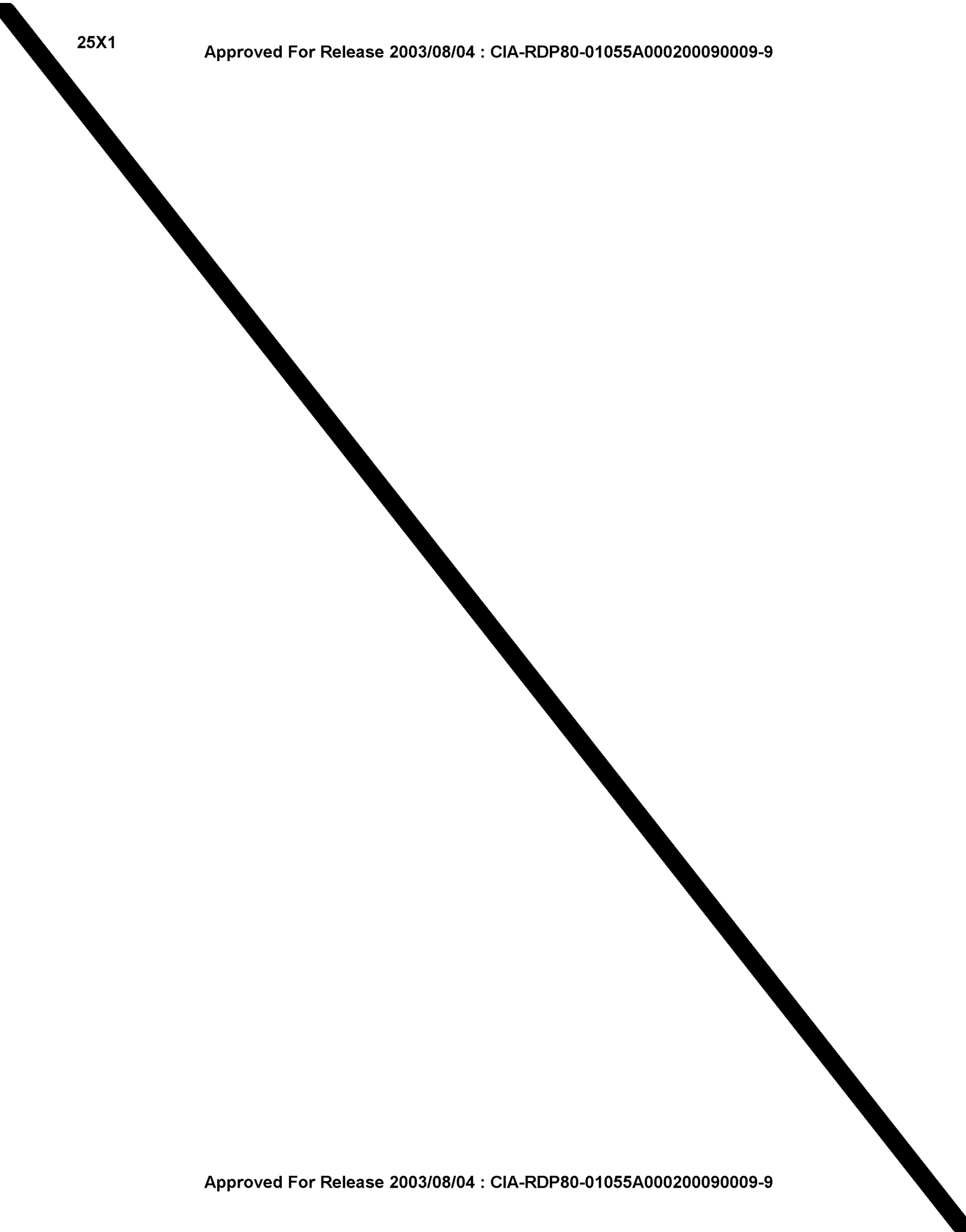

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ADVANCEMENT LADDERS: ILLUSTRATIVE EXAMPLES

Operations

- Teletypist
- Message center operator
- Crypto operator
- Radio operator
- Morse code operator
- Tech controller
- Systems controller
- Relay operator
- Computer systems operator
- Associate technician
- Installer
- Equipment repairperson
- Procedures specialist
- Current operations manager
- Operations planner

Maintenance

- Associate technician
- Equipment repairperson
- Diagnostic repairperson
- Systems technician
- Installation design specialist
- System specialist
- Associate engineer

Engineering

- Junior engineer
- Equipment engineer
- Maintenance engineer
- Installation design engineer
- Project engineer
- Project manager
- Design engineer
- Systems engineer

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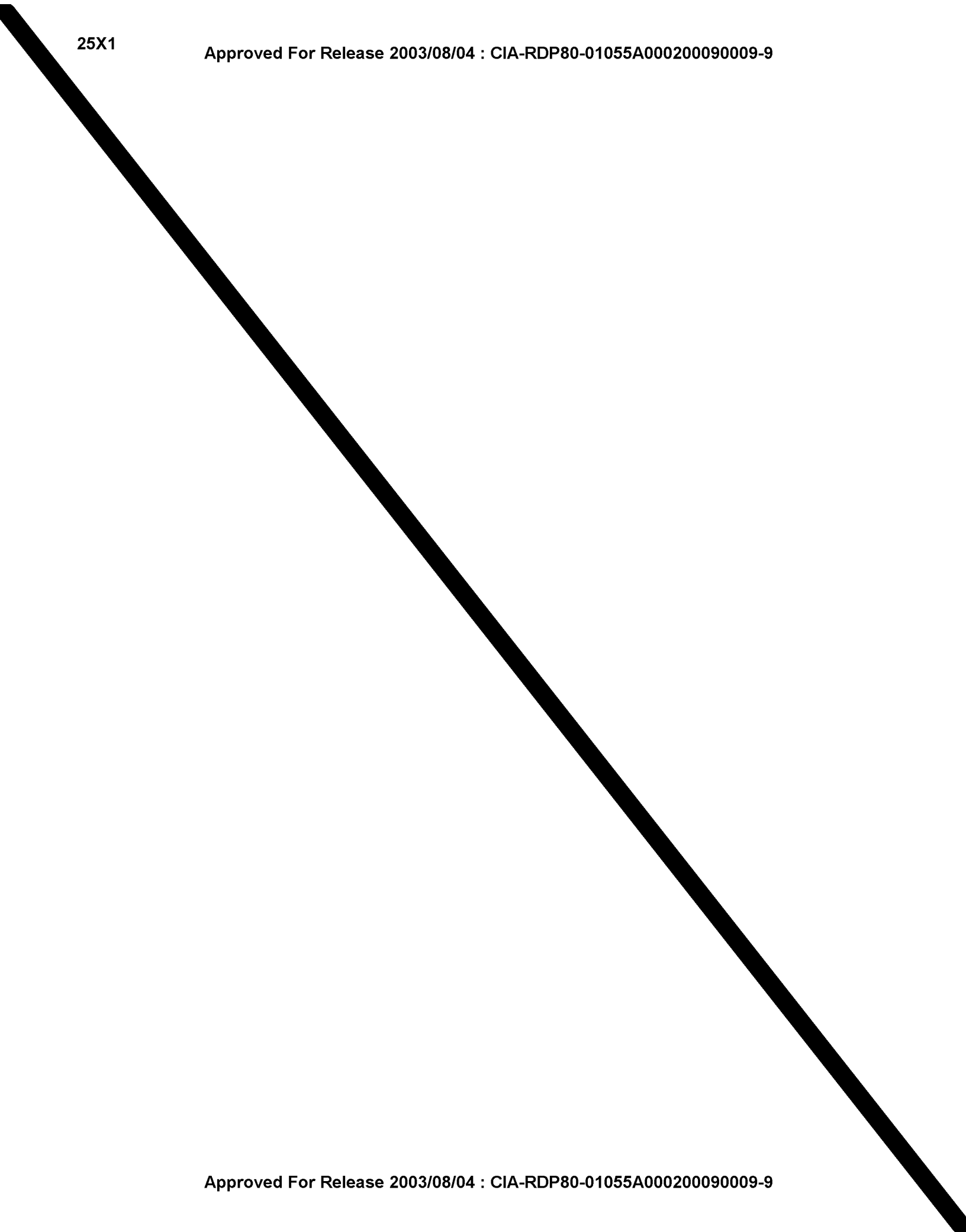

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QUALITY ASSURANCE

I. Introduction

Quality assurance activities are recognized management methods for detecting and correcting deficiencies and evaluating the effectiveness of an organization.

II. Current Situation

A sampling of information collected is summarized below:

- A surprisingly large number of interviewees believed we have no satisfactory quality assurance effort.
- Customer requirements are being adapted more to serve OC interests rather than to fulfill customers needs.
- We lack an integrated quality control system.
- While we may be doing a good job, we have no formal mechanism to determine if we are doing the right job.

The Office has a number of quality assurance procedures and practices that have evolved over the years. The most complete Office compilation is contained in the OC Handbook [redacted]

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III. Analysis

OC has a varied, if not cohesive, quality assurance effort. The evaluations of data are generally fragmented and limited to correct current problems. Rarely is there a broad-based indepth review to help shape future decisions except in the Comsec field.

There is limited organized effort to determine the quality of service provided to customers.

There is little employee identification with any quality assurance effort.

IV. Conclusion

Quality assurance can be a useful management tool to measure our effectiveness, to help us in future decisions,

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to establish efficient work standards, and finally to maintain discipline and pride. To obtain best results, quality assurance efforts should be integrated, must be given high visibility by management and must serve both the Office and our customers.

V. Recommendations

A. Establish an integrated quality assurance program which enhances our capability to evaluate overall network effectiveness and customer support.

B. Ensure that our quality assurance is appropriately emphasized in training and management procedures.

C. Establish every 3-4 years, an ad hoc group of senior officers to examine the overall effectiveness of the Office.

D. Explore the possibilities of motivational schemes and developing performance goals related to quality assurance activity.

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ENVIRONMENT

I. Introduction

Environment represents conditions which employees perceive as having a negative or positive affect on their work. These conditions may run the gamut of possibilities and may be real or imagined.

II. Current Situation

Comments on environment were as follows:

- Working level senses insufficient freedom to express ideas.

- Many described our situation as an atmosphere of survival with emphasis on status quo. Some even sensed an atmosphere of fear.

- Many expressed dismay at the poor feedback. Some thought the only clear-cut evidence of feedback was when one makes a mistake.

- Middle managers do not seem to have sufficient decision making authority. We should encourage officers to assume more responsibility.

- There is a propensity to operate in a crisis mode. Some of this seems self-generated because of poor planning.

- Lower level interviewees tend to feel that OC is receptive to change. Middle grade officers in general see the opposite.

- We see innovation on small matters. But we are too conservative on major issues. Most effective mechanism for innovation is the suggestion award system.

- There is little motivation for risk taking. Most reward seems to be centered on keeping office out of trouble. Risk taking invites negative recognition.

- There were a number of employees who believe there is too much direction and not enough guidance from senior officer level. Management is too controlling. There should be greater emphasis on facilitation.

- A number observed that the DDA and Comptroller

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discourage a forward looking approach. Mood of organization is far too cautious.

- We should provide more encouragement to junior officers in their careers. We need a deeper personnel commitment to get lower levels involved.

III. Analysis

One cannot exclude the possibility that some comments are defensive explanations of unfulfilled personal expectations, are narrowly-based observations or are exaggerated. It is also likely that certain perceived conditons may be largely influenced by forces outside the office. But even if we take these moderating possibilities into account, the overwhelming sense of the comments on environment cannot be discounted. While there are probably a number of categories into which we could group these comments, the major issues appear to be problems in communications, supervisory style and role.

IV. Conclusions

Negative environmental influences can be attributable in large part to management/supervisor process, techniques, behavior and office communications practices.

V. Recommendations

A. Managers and supervisors should have periodic discussions with subordinates to achieve more mutual feedback, discuss major office events, and correct any breakdown in process and procedures.

B. Office should encourage more conscious concern about managers/supervisors style and role that fosters a positive climate among employees in terms of commitment and involvement. Workshops, formal training, and fitness report comments are suggested routes.

C. Place greater emphasis on sensitivity training for existing and prospective managers and supervisors.

D. Place greater emphasis on recognizing and rewarding employees through the office management system for innovation and superior achievement.

E. More positive attention should be given to office communications practices. Specific recommendations are provided elsewhere in this report.

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